
SUPPLEMENTAL MATERIAL

REPORT OF THE THIRD WORLD CONGRESS ON PROBATION

From 12-14 September 2017, the Third World Congress on Probation (the “Congress”) was held at the Shinagawa Prince Hotel in Tokyo, Japan, co-hosted by the Rehabilitation Bureau of the Ministry of Justice (“MOJ”) of Japan, the United Nations Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders (“UNAFEI”), the Japan Rehabilitation Aid Association, The National Federation of Volunteer Probation Officers (Japan), The National Association of Offenders Rehabilitation Services (Japan) and the Japanese Association of Offenders Rehabilitation. The main theme of the Congress was “Development of Probation and the Role of the Community”. Mr. Shoji Imafuku, Director of the General Affairs Division, Rehabilitation Bureau, MOJ of Japan and Ms. Minako Shoji, the government attorney of Rehabilitation Bureau, MOJ of Japan served as the Masters of Ceremonies.

Participants

1. 371 participants from 34 countries/regions attended this Congress. The participating countries and regions were: Australia, Austria, Belgium, Cambodia, Canada, Chile, China, Croatia, Georgia, Hong Kong, Ireland, Japan, Jordan, Kenya, Korea, Lesotho, the Netherlands, Malaysia, Moldova, Myanmar, New Zealand, Norway, the Philippines, Poland, Romania, Russia, Singapore, Sweden, Thailand, Taiwan, Uganda, the United Kingdom, the United States of America and Viet Nam.

Opening Ceremony

2. Ms. Naomi Unemoto, Director-General of the Rehabilitation Bureau of the Ministry of Justice of Japan, welcomed the participants to the Congress and expressed her hope that the Congress would lead to the development of probation and community corrections throughout the world. Ms. Unemoto concluded by declaring the opening of the Congress.
3. The Honourable Yoko Kamikawa, Minister of Justice of Japan, welcomed the participants attending the Congress from 34 countries and jurisdictions and thanked the many Japanese volunteers and practitioners who extended their support for the Congress. Minister Kamikawa recalled that Japan’s long history of offender rehabilitation dates back to the late nineteenth century, explaining that current efforts are supported by Japan’s community volunteers, including 48,000 volunteer probation officers (“VPOs”). She also noted that these efforts are founded on the principle that “No one will be left behind”, which is the essential idea of the “Sustainable Development Goals”. Finally, Minister Kamikawa expressed her hope that this Congress will strengthen probation and community corrections and the development of personal and professional networks.
4. Welcome remarks were also delivered by Mr. Gerry McNally, President of the Confederation of European Probation (“CEP”); Ms. Erica Preuitt, President of the American Probation and Parole Association (“APPA”); Ms. Anne Connell-Freund, President of the International Community Corrections Association (“ICCA”); and Mr. Peter van der Sande, President of the International Corrections and Prisons Association (“ICPA”).

Keynote Speeches

5. Dr. Frank Porporino¹, Senior Partner, T³ Associates Training and Consulting, Inc. (Canada), presented on the theme of “Developments and Challenges in Probation Practice: Is There a Way Forward for Establishing Effective and Sustainable Probation Systems?” Acknowledging that probation and community corrections face a number of challenges, including the current political environment, insufficient financial resources, overburdened and undervalued staff, the lack of statistics on community corrections, and so on, Dr. Porporino observed that modern probation practice is struggling to define its proper aim. There is a growing consensus among experts in the field that probation must engage communities and families in providing support to offenders, focusing on achievements and strengths rather than just targeting deficits, imbuing the system with the core values of justice, fairness and respect, and creating a truly integrated, evidence-informed model of

¹ Dr. Porporino’s presentation material is available on the Congress website:
http://www.moj.go.jp/HOGO/WCP3/program/pdf/Speeches_FJP.pdf

practice. Dr. Porporino proposed extending this model by offering five additional themes: 1) challenging the trend of mass probation and the “net-widening” effect; 2) challenging the value of intensive supervision and surveillance, replacing invasive monitoring with voluntary, self-imposed compliance; 3) coupling procedural justice, in which offenders have fair opportunities to provide their side of the story with the belief that the authorities will listen, with skilled and personalized care and support; 4) defining occupational professionalism by awakening a “relational revolution” in probation practice in which practitioners are expected to relate to offenders through acceptance, respect, support, empathy, and belief; and 5) enhancing leadership among practitioners to drive change. To achieve this change, importance must be placed on leveraging relationships with offenders.

6. Prof. Peter Raynor² of Swansea University (United Kingdom) presented on “Effective Practice: The Past, Present and Future of Probation Research”. When modern probation began in the 1950s in a period of optimism, probation was viewed as the conditional suspension of punishment coupled with personal care and supervision by a court welfare officer. From the ‘70s into the ‘90s, probation experienced a period of pessimism resulting from the 1974 publication of Martinson’s famous “Nothing Works” article, followed by a period of research-based optimism through 2003. Now probation is in a period of evidence-based realism, in which research is focused on measurement of inputs and outcomes and comparison of results, but what is missing is a clear understanding of the activities and needs of probationers, making it necessary to widen the scope of research from program design to focusing on skills and implementation. These skills include listening, understanding (empathy), helping, being reliable and consistent, modeling and reinforcing appropriate thinking and behavior, and appropriate challenging. Probationers need help and support from others rather than monitoring and surveillance. To provide this support, probation staff need to receive appropriate training, be empowered, and take responsibility for the outcomes. Studies focusing on skills used by probation officers show differences ranging from 12% to 32% in the effectiveness of probation officers trained in certain skills (such as pro-social modeling) compared to those who were not. In the new political climate, we must beware of “post-truth” policymaking, as evidenced by the privatization of probation in England and Wales. As post-truth policies will ultimately fail, priorities for future research include: continuing to examine skills and implementation—how and what works; learning from ex-offenders about their pathways out of crime and how we can help to support desistance; studying how successful policies achieve support and legitimacy—from judges, politicians, and communities affected by crime; understanding the activities and needs of probationers; and measuring and comparing practices to ensure effective probation practice.
7. Prof. Todd Clear³ of Rutgers University (United States) presented on “Imagining Community Justice Values in Probation Practice”, introducing “community justice” as a transformative model for probation practice. Recounting his early experiences working in prisons, Professor Clear found that prisons are not places where rehabilitation is possible. Throughout his career, and despite efforts to abolish prisons, the United States experienced the largest period of growth in its penal population. The prison system continued pursuing the objective of controlling offenders inside and outside of prison, as well as control of correctional officers, while the 40-year goal of U.S. probation has been to turn community corrections into community incarceration. Citing the recent report published by the Harvard Executive Series on Community Corrections, which represents a consensus on the role of community corrections in the twenty-first century, Professor Clear explained that the report has planted a stake in the ground that calls for a transformation of community corrections, which he would call “community justice”. Community justice stresses three core values: 1) the well-being principle, 2) the harm-avoidance principle, and 3) the human dignity principle. This statement of orienting principles should be deemed as radical, at least from the perspective of the United States. Professor Clear urged practitioners to become agents of community justice, not just community corrections, by focusing on public well-being rather than merely public safety. Thus, community justice is in the change business, not the control business. Rather than focusing on the reduction of recidivism, practice and reform should focus on helping people become better parents, siblings, and neighbors. The

² Professor Raynor’s presentation material is available on the Congress website:
http://www.moj.go.jp/HOGO/WCP3/program/pdf/Speeches_PR.pdf

³ Professor Clear’s presentation material is available on the Congress website:
http://www.moj.go.jp/HOGO/WCP3/program/pdf/Speeches_TC.pdf

community justice movement promotes success rather than punishing failure and pursues goal-based, strengths-based, victim-centered, family-inclusive and community-based approaches to rehabilitation. To foster change in others, we must proceed on the core assumption that it is the natural state of a person to want to live a better life, to be a positive influence on others, and to be respected by peers. This creed should guide us in practice toward achieving public well-being.

8. Ms. Tomoko Akane⁴, Ambassador for International Judicial Cooperation of Japan, presented on the theme of “The Future of Probation: Asian Experiences and the Role of the Community”, which considered improving the future of probation through the engagement of the community, such as through the efforts of VPOs in Japan. While the Tokyo Rules have long established non-custodial measures and public participation as global norms in community corrections, implementation varies significantly throughout the world. Too often, incarceration leads to social isolation, radicalization, and recidivism. To mitigate or avoid these negative impacts of incarceration, Ambassador Akane offered a three-pronged model for the future of probation. First, involvement of community volunteers, such as VPOs and cooperative employers, is crucial. For example, Japanese VPOs meet with offenders as individuals, not as probationers, and build close personal relationships based on trust, leading probationers toward the path of desistance, while cooperative employers offer juveniles and adult offenders employment despite prior criminal records. The importance of active engagement of community volunteers was emphasized, introducing a wide range of activities of VPOs in East and Southeast Asia. Second, broader public engagement by reaching out to all segments of the community is an important step toward building resilient and sustainable communities, which Japan is pursuing through its high-level governmental commitment to the “Movement for a Brighter Society” in an effort to promote a culture of lawfulness. Third, cooperation among criminal justice agencies is important to determine which persons are suitable for probation or community corrections, as is sharing information and cooperation among criminal justice agencies to achieve rehabilitation of individual offenders, citing the example of collaboration between prosecutors and probation officers in Japan. Ultimately, people are inspired to change not through systematic control but through personal relationships and patient encouragement and support from people they respect and trust.

Workshop Sessions

9. Twelve workshop sessions⁵ were held during the Congress, which provided opportunities to more deeply explore policies, practices and research on probation and community corrections from around the world. The overarching themes addressed during the workshops included the development of policies and practices, evidence-based theories and practices, offenders with special needs and the role of the community. Around 70 academics and practitioners presented during the workshop sessions, detailing the community corrections practices from 17 countries.

Special Speech

10. Mr. Ryohei Miyata, Commissioner for Cultural Affairs, Japan, delivered his special speech on the role of art in offender rehabilitation, reviewing his activities to promote and enhance the presentation of Japanese culture. He stressed the importance of working directly with each person, including offenders, to nurture their creativity and spirit of self-expression and to use creativity to turn initial failure into success.

Opening Remarks on September 14

11. Mr. Keisuke Senta, Director of UNAFEI delivered the opening remarks on September 14. Mr. Senta emphasized the significance of the Congress in sharing global knowledge and experiences. As well as summarizing the discussion of the previous days, he noted that community corrections has been a topic of great importance to UNAFEI for several decades, including the first drafting of the United Nations Standard Minimum Rules for Non-Custodial Measures — commonly known as the Tokyo Rules. He expressed his hope that this Congress will develop personal and professional networks which will lead to the expansion of many cooperative projects like UNAFEI has been conducting.

⁴ Ambassador Akane’s presentation material is available on the Congress website:
http://www.moj.go.jp/HOGO/WCP3/program/pdf/Speeches_TA.pdf

⁵ Most of the presentation materials presented during the workshop sessions are available on the Congress website:
<http://www.moj.go.jp/HOGO/WCP3/>.

Plenary Session

12. The Plenary Session,⁶ on the theme of “Probation, Public Participation and Public Engagement”, was moderated by Mr. Gerry McNally, President of the CEP, and Mr. Steve Pitts, Ambassador of the CEP. Mr. Pitts presented an introduction to the session, emphasizing the centrality of the public and communities in effective probation work, and the value of international learning.
13. Presentation 17, on “Volunteer Probation Officers in Japan—Community Volunteers Supporting Offender Rehabilitation”, provided an overview of the activities of VPOs in Japan. Ms. Kimiko Iino presented a case study of a juvenile probationer and highlighted VPOs’ continuous support, despite recommitment of delinquency, of probationers and the use of affection, patience and community resources to allow the probationer to achieve success. Mr. Mitsuru Iino outlined the activities of Ryugasaki VPO associations focusing on the activities of Ryugasaki Offenders Rehabilitation Center, which provides parenting-skills classes, VPO training, and places where VPOs can consult senior VPOs for advice or meet probationers. VPOs are also engaged in crime prevention activities, collaboration with schools, and supporting at-risk youth through after-school programs. These activities help to identify at-risk youth and seek to establish inclusive communities.
14. Presentation 2⁸ was presented by Dr. Naras Savestanan, the Director-General of the Department of Probation, Ministry of Justice Thailand, on the topic of “Development of Probation in ASEAN Countries”, reported on the status of probation in ASEAN and presented the ASEAN Roadmap for the development of probation, which emphasizes knowledge sharing, capacity building and international cooperation. In ASEAN, the Philippines, Thailand, and Singapore have structured volunteer participation in probation, and all other ASEAN countries are working toward the establishment and implementation of probation laws, institutions and practices. In Thailand, to enhance public engagement, the minimum qualifying age for VPOs has been decreased, the amount of remuneration has been moderately increased, the appointment process has been expedited, and efforts have been undertaken to expand channels for recruiting.
15. Presentation 3⁹ was presented by Mr. Clement Okech, Assistant Director of Probation and Aftercare Service, Kenya on the topic of “Facilitating Offender Supervision and Re-Entry through Community Support Service: The Role of Volunteer Probation Officers Program in Kenya”, reviewed the concept and core functions of VPOs in Kenya and introduced the Kenyan government’s Guiding Principles on Volunteerism. Volunteers are important in Kenya because of the need for a greater role of communities in the supervision and rehabilitation of offenders. To encourage public participation, Kenya provides structured training and public recognition to VPOs. The volunteer nature of VPOs, including the lack of compensation, is viewed as a challenge to effectiveness, yet public engagement in selection and recruitment has become a fundamental characteristic of the VPO system in Kenya.
16. Presentation 4¹⁰ was presented by Ms. Audrey Alards, Circles Coordinator of the Dutch Probation Service, on the topic of “Best Practices of CoSA in the Netherlands”, introducing the European model for circles of support, which is a citizen-based approach that includes the core member (the sex offender), volunteers, professionals, and the circle coordinator. Core members may volunteer to participate or are referred by professionals; they must be assessed as medium to high risk, and they must join voluntarily, accept responsibility for their conduct, and agree to the sharing of information among members of the circle. Volunteers must apply, be interviewed and undergo training. Three to five volunteers work as a group, and they form a circle supported by a coordinator. A key goal of the circles is to lead the core members to the realization that they have a place in society.
17. Presentation 5¹¹ was presented by Ms. Rosemary Caruana, Assistant Commissioner, Community

⁶ Biographies of speakers and abstracts of presentations are available on the Congress website:

http://www.moj.go.jp/HOGO/WCP3/program/pdf/plenary_speaker.pdf

⁷ For presentation materials, visit: <http://www.moj.go.jp/HOGO/WCP3/program/pdf/SessionJapan.pdf>

⁸ For presentation materials, visit: <http://www.moj.go.jp/HOGO/WCP3/program/pdf/SessionThailand.pdf>

⁹ For presentation materials, visit: <http://www.moj.go.jp/HOGO/WCP3/program/pdf/SessionKenya.pdf>

¹⁰ For presentation materials, visit: <http://www.moj.go.jp/HOGO/WCP3/program/pdf/SessionNetherlands.pdf>

¹¹ For presentation materials, visit: <http://www.moj.go.jp/HOGO/WCP3/program/pdf/SessionAustralia.pdf>

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Corrections, Corrective Services of New South Wales, Australia, on the topic of “Reducing Reoffending and Social Impact Investment in Australia”, introducing a model for financing offender rehabilitation services that allocates the most resources to the offenders who have been assessed as having the highest risk of reoffending. Social Impact Investment (SII) takes an integrated approach to providing services to offenders in the community. SII operates in partnership with not-for-profit groups and the National Australia Bank. If the program is successful, the government will reimburse the initial investment required to deliver the service and share the net financial benefits generated by the program. Payment is outcome based as measured by reduction in reoffending. Thus, by establishing public-private partnerships, the risk of providing rehabilitation services is borne by all parties, i.e., the government, the service provider and the financier.

18. During the discussion, it was pointed out that there is tremendous innovation in public engagement. An important task is to determine how these various approaches can be shared and how they may be tailored for implementation in a way that reflects the social and cultural circumstances in each country or jurisdiction. The presentations demonstrate that there are tremendous opportunities for public engagement that offer the promise of successful offender rehabilitation and reintegration into the community with the support of the community.

Guest Speech

19. Mr. Asato Takasaka of Japan candidly described his experiences as a juvenile delinquent and an adult offender, and he graciously shared the very personal story of his path toward rehabilitation. Mr. Takasaka was motivated to change with continuous support of many people; his parents, a volunteer probation officer, a family court investigating officer and his lawyer. He believes that all juvenile delinquents can change themselves and their futures, but they cannot change themselves alone. Thus, he has dedicated himself to helping youth avoid delinquency and crime. He stressed the importance of not giving up on youth no matter how difficult the situation is and arranging support using a team-based approach.

Receptions

20. At the welcome reception on September 12, welcome remarks were delivered by Mr. Daizo Nozawa, the President of the National Federation of Volunteer Probation Officers of Japan, Mr. Masaharu Hino, Chairperson of the Asia Crime Prevention Foundation, and Dr. Zin-Hwan Kim, President of the Korean Institute of Criminology. In addition, letters of appreciation were presented from the Minister of Justice of Japan to APPA, CEP, ICCA, ICPA, and Dr. Frank Porporino for their contributions in offering support and advice throughout the preparation and delivery of this Congress.
21. At the reception on September 13, the Honourable Yoko Kamikawa, Minister of Justice of Japan, Mr. Fujio Mitarai, President of the Japan Rehabilitation Aid Association, Ms. Yuriko Koike, Governor of Tokyo, and Mr. Taichi Sakaiya, President of the Asia Crime Prevention Foundation delivered remarks. Cultural and other traditional activities and performances were held by the Volunteer Probation Officers Association in Support of UNAFEI's Activities and other volunteers. The participants were welcomed by musical performances of the Japanese harp (*koto*) and bamboo flute (*shakuhachi*), participated in a Japanese tea ceremony, received gifts of Japanese paper crafts (*origami*) and Japanese fans (*uchiwa*) with Japanese calligraphy, and enjoyed a Japanese drum performance by *Zuiho-Taiko* and traditional Japanese dance (*awa-odori*). In the reception hall, Japanese paintings (*ukiyo-e*) were displayed by Tokyo University of the Arts along with a portable shrine (*mikoshi*) provided by the Japanese Correctional Association.

Closing Ceremony

22. Dr. Tetsuya Fujimoto, President of the Japanese Association of Offenders Rehabilitation, expressed his sincere appreciation to the many individuals and organizations that made the Congress a resounding success, particularly the high-level presentations delivered by the keynote speakers. Noting that attendance at this Congress was the highest in the series of congresses, he stated that the World Congress on Probation is clearly proceeding in the right direction and is succeeding in achieving its goals of strengthening international cooperation and broadening the global professional network. As probation practice must take each country's culture into account, diversity is a crucial element of the World Congress. Dr. Fujimoto expressed his hope that the World Congress will continue as a forum for

information sharing and ongoing consideration of the vision, mission and future of probation. In closing his speech, Dr. Fujimoto acknowledged that the Congress included presentations covering a wide range of topics from all over the world, and emphasized that the importance of the role of the community was the underlining principle throughout this Congress. Lastly, he confirmed the values of the community by explaining the logo design of the Third World Congress on Probation named the “Symphony of Three Rings”, which consists of three rings representing community, people, and faith, belief and heart.

23. Following the speech, a brief handover ceremony was held to transfer the administration of the Congress to the host of the Fourth World Congress. Ms. Rosemary Caruana was invited to the podium for the handover ceremony. A plaque was presented to Ms. Caruana by Dr. Fujimoto.
24. Ms. Rosemary Caruana, Assistant Commissioner, Community Corrections, Corrective Services, New South Wales, Australia, thanked the organizers for their role as hosts of the Third World Congress on Probation and invited the participants to attend the Fourth World Congress on Probation, which will be held in Sydney, Australia in 2019.

Study Tours

25. Study tours were held on September 12, and they included visits to Offender Rehabilitation Facilities (Halfway Houses) (“Kawasaki Jiritsu-kai” and “Ryozen-kai”), Offender Rehabilitation Support Centers (“Kawasaki Nanbu Offender Rehabilitation Support Center” and “Ota Offender Rehabilitation Support Center”), Fuchu Prison, Tama Juvenile Training School, and the Tokyo Probation Office. The study tour also included home visits with Japanese VPOs, during which participants visited VPOs’ homes, enabling them to experience Japanese culture and to learn how Japanese VPOs work with offenders.

Asia Volunteer Probation Officers Meeting

26. As a side event of the Third World Congress on Probation, the Second Asia Volunteer Probation Officers Meeting was held on September 12. The meeting was attended by VPOs and officials responsible for community corrections from the following countries: Korea, the Philippines, Singapore, Thailand and Japan. Observers from China and Kenya also attended the meeting. In total, around 200 participants attended the meeting. The details of the meeting can be found in the “Report of the Second Asia Volunteer Probation Officers Meeting”.

Publications

27. The following publications were published by the Congress Organizing Committee and were distributed to the Congress participants:
 - 1) “Volunteer Probation Officers and Offenders Rehabilitation” written in English includes an overview of the Japanese VPO system, case reports from Japanese VPOs, a research paper by Dr. Frank Porporino and Dr. Andrew Watson on the Japanese VPO system, and overviews of the VPO systems of Korea, the Philippines, Singapore, Thailand and Kenya.
 - 2) “Sekai no Hogokansatsu (Probation Systems around the World)” written in Japanese outlines the probation and community corrections systems of 16 countries (Thailand, the Philippines, Korea, China, Singapore, New Zealand, Australia, the United Kingdom, the Netherlands, France, Romania, Germany, Finland, the United States, Canada and Kenya).
 - 3) “When People Change” is a DVD in English that introduces probation and community corrections practices in Japan by interviewing the persons working with offenders in the community.

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TOKYO, JAPAN