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GROUP 1

REHABILITATION PROGRAMMES IN THE PRISON TO PREVENT PRISONERS' RECIDIVISM: THE ACTUAL SITUATION, PROBLEMS AND COUNTERMEASURES

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I. INTRODUCTION

There is a notion that rehabilitation programs reduce recidivism quite markedly with some types of offenders in some circumstances. It is not surprising to find that some questions will be raised, for example, with whom they are implemented and under what circumstances the programs work. To answer these questions, we have to analyze the characteristics of offenders and the treatment programs in use.

Since criminals commit crimes because of different reasons, the characteristics or types of offenders are varied. Some types of offenders, especially those who commit crimes because of external factors, such as economic problems, peer group pressure or lack of knowledge, etc., can be rehabilitated by general treatment programs like vocational training and education. For those who commit crimes because of internal factors, such as psychological

problems, behavior disorders, or antisocial attitudes, their situations are more complicated and they are in need of special psychological treatment programs for rehabilitation.

To address the distinctive needs of individuals, appropriate treatment programs should be applied to the respective types of offenders. Normally, the treatment programs being implemented by some countries are referred to as programs promoting the socio-economic ability of offenders, such as prison work, vocational training, and education. These types of treatment programs are provided to almost all offenders in some countries. However, there are some specific types of offenders who need special treatment due to the complexity of their problems, for example, drug addicted offenders, sex offenders, violent offenders and organized crime offenders. To rehabilitate these types of offenders in prisons, the application of specially designed treatment programs is

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considered to be indispensable.

We believe that if offenders are provided with proper treatment programs in prisons, there will be a higher chance to reduce recidivism. However, the implementation of this idea cannot be made possible in some countries, due to a lack of resources or other reasons. Thus, our group tried to study the actual situation of the rehabilitation of prisoners in the 17 participating countries, as well as the problems that impede the success of rehabilitation, and attempt to determine the countermeasures to be taken. Moreover, we realize that treatment programs cannot be effective without the participation of prison staff. Therefore, ways to secure the treatment potential of prison staff will also be explored.

II. GROUP DISCUSSION

After being assigned the topic of "Rehabilitation Programs in the Prison to Prevent Prisoners' Recidivism", our group decided to focus discussion on the following issues:

- (a) Treatment programs to enhance the socio-economic ability of prisoners.
- (b) Categorized treatment programs according to the offence type and/or problems of individual prisoners.
- (c) Treatment programs addressing the psychological problems of prisoners, specifically their emotions, cognition, attitudes, etc. which lead to the offence.
- (d) Ways to secure the treatment potential of prison staff.

According to the work plan devised by all the group members, the relevant information was collected through different resources, such as the individual presentation papers of participants and visiting experts who attended the 109th International Training Course, professional articles and resource materials kept at UNAFEI. Moreover, our group distributed two sets of

questionnaires to the course participants of the 17 participating countries, for data collection. The approach of the study was by comparing the situations of those 17 countries. Moreover, the specific treatment programs conducted in some countries were also analyzed.

The 17 participating countries of the 109th International Training Course are listed: Bangladesh, Botswana, Fiji, Ghana, Hong Kong, Indonesia, Japan, Kenya, Kiribati, Malaysia, Nepal, Pakistan, Papua New Guinea, Philippines, Republic of Korea, Solomon Islands, Thailand.

III. TREATMENT PROGRAMS TO ENHANCE THE SOCIO-ECONOMIC ABILITY OF PRISONERS

Rehabilitative treatment programs to enhance the socio-economic ability of prisoners are offered in various ways in prisons. According to our observation of the actual situation, prison work and education are the two main and common rehabilitative treatment methods being implemented by most participating countries. In this paper, we intend to identify the problems commonly encountered by those 17 countries and to offer some countermeasures to address the problems.

A. Prison Work and Vocational Training

Prison work covers a wide range of activities whereby prisoners are physically involved in some kind of work while serving a term of imprisonment in prisons. Under the scope of work in prisons, general prison work and vocational training are the two integral parts which will be discussed in the respective sections below.

1. Actual Situation

(a) *Prison Work*

Regarding the statutory requirement of prison work, 14 participating countries

have obligatory prison work while the remaining three(3); Nepal, Philippines and Solomon Island, have voluntary prison work (see Appendix 1).

In the context of obligatory prison work, we are referring to two(2) specific types of situations. The first situation is when prisoners are sentenced by a court of law under a penal code with work (i.e. hard labor or light labor). The second situation is when the prisoners are sentenced to imprisonment and must work under a specific prison regulation.

As for voluntary prison work, we are referring to the situation under which prisoners are sentenced to imprisonment without work, in accordance with the laws of a country. However, they can volunteer to do prison work in prisons.

In countries with job-oriented work programs, prisoners can easily find jobs after release. However, other countries with inappropriate work programs will not have this favorable result.

Among those 17 participating countries, 14 countries have prison obligatory work. Seven (7) out of these 14 countries can provide prison work to prisoners because of some problems which will be discussed later on. Prison work commonly employed by those participating countries are:

- Primary industries (e.g. agricultural, fisheries, etc.).
- Secondary industries (e.g. textile, wood work, metal work, handcraft, etc.).
- Routine and maintenance work in prison (e.g. laundry, painting, carpentry, plumbing, cooking, cleaning etc.).

(b) Purpose of Prison Work

Prison work is organized so as to serve a constructive purpose in the treatment of prisoners. Its objective is not only to provide inmates with vocational knowledge and skills, but also to strengthen their will to work, sense of self-help and spirit of

cooperation through working together in well regulated circumstances. Thus, the prison industry contributes to the correctional aims of re-socializing offenders.

Some of the other purposes of prison work among the participating countries are to make profit out of prison work (to lighten the running costs of the prison experienced by prison administration) and to provide an opportunity for a prisoner to make some earnings to before s/he is released from prison.

Our group basically agreed that the purpose of prison work is not only to rehabilitate the prisoners by providing them working skills or habits, but also to prevent the prisoners from degradation. Accordingly, those with working skills or habits, such as offenders of white-collar crime or corruption, should also be provided with prison work.

(c) Vocational Training

Vocational training in prison can be regarded as part of prison work. However, it should be more skill-oriented in the sense that the training so provided can enhance the competitive ability of prisoners to find work after release. With the exception of Kiribati, 16 participating countries introduced vocational training not only to enhance the productivity of prison, but also to improve the vocational skills of prisoners (see Appendix 1).

In some countries, prisoners who have passed the qualifying examinations of certain training courses are awarded trade certificates or licenses, for example, for operating construction machinery, barbering, auto-repairing, electrical repairing and so on. With the exception of Kiribati, the other 16 Participating countries have introduced vocational training in their prisons, but most of them concentrate their vocational training in forms of trade-related prison work, such as electrical plumbing and carpentry

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conducted in the workshop.

(d) Purpose of Vocational Training

The purpose of vocational training is:

- To provide the prisoners with vocational training, up to a qualifying level of training, in and type of skill appropriate to their aptitude and capability, that would enable them to compete for related and satisfying employment upon release from prison.
- To give the prisoners confidence, satisfaction and self-respect, through acquiring these new found skills, so that the offender may adjust more easily to normal society after release and refrain from a deviant way of life.
- To cultivate good working habits.

With these purposes borne in mind, we have studied the situations of those 17 participating countries and found that only a few countries have appropriate vocational training programs and qualified instructors to conduct such programs accordingly.

2. Problems

The over-all assessment of the actual situations in the 17 participating countries enabled our group to identify certain types of problems. Although these problems differ in their magnitude among those countries, we considered some of them to be common. The common problems experienced by those 17 countries are as follows:

(a) Insufficiency of Work

Although we acknowledge both prison work and vocational training as rehabilitative treatment programs to enhance the socio-economic ability of prisoners, we find that there is an insufficiency of work to accommodate all the prisoners in some countries. It is understandable that prison administrators in the participating countries will encounter different kinds of problems in their own settings. Apart from the financial

stringency, the following are the most common problems for those countries:

- Inadequacy of facilities to carry out work or conduct vocational training for the prisoners.
- Lack of qualified specialists to provide various specialized training.
- Lack of marketable skills.

(b) Security Problems

In addition to the obligation to provide prison work and vocational training for prisoners, prison administration has the responsibility to protect society by providing the safe custody of prisoners. With the overcrowding situation in prisons, prison officials will always encounter some kinds of security problems while implementing the above programs. The security issues that prison officials worry most about are:

- Escape of prisoners from custody.
- Assault with tools in workshops.
- Prison riots or breakouts from prison with tools.

The above incidents cannot be avoided without adequate and close supervision by staff.

(c) Inadequate Follow-up and Evaluation

According to the current practice of most participating countries, they do not make any evaluation on the effectiveness of the aforementioned treatment programs provided by prisons. For example, after the release of a prisoner who has received vocational training on auto-repair trade, no follow-up action is taken to find out whether s/he can secure a job of the same nature.

3. Countermeasures

After assessing the common problems now being experienced in the participating countries in relation to their actual situations about prison work in prisons, it is necessary to offer a practical solution.

We would like to give the following suggestions as countermeasures for those countries with not so well-developed programs. On the other hand, those countries with developed programs may also use these suggestions, in combination with their experience, to further develop their current programs.

We consider that in order to help prisoners find jobs easily after release, the work and training provided to them in prisons should be, as far as possible, of a similar nature. Since the aforementioned problems are considered to be inter-related, it will be necessary to offer the countermeasures in a package as follows:

(a) *Cooperation with Other Public Organizations*

As far as practicable, prison administrators should provide sufficient work and training to the prison population with full cooperation with public organizations. For example, some prisoners of Botswana are employed by other government organizations, like the defense force and police, to do work like cleaning barracks, packing stores, cooking etc. In Japan, some governmental organizations organize automobile repair workshops and training institutions for operating construction machinery etc. in the prison. These authorized facilities can provide prison work and vocational training to prisoners.

(b) *Joint Venture Projects in Prison*

Joint venture is regarded as a type of cooperation between the prison administration and private sectors in providing management and resources to utilize prison labor both within and outside of prison. A joint venture project provides an alternative avenue for prisoners to do both work and vocational training. This is a practical solution for the prison administration of the participating countries to provide both work and

vocational training for the balance of the unengaged prisoners in their prison population.

According to the questionnaire distributed, 6 out of the 17 Participating countries have introduced joint venture projects, to their prisons. Most of the private organizations supply materials and machinery to prisons, and the prison administration provides manpower. Hereunder are the experiences of Japan and Singapore.

The Prison Industry Cooperation Division(PICD) was set up by the Correctional Association of Japan in 1983, and has been very useful to activate the prison industry. The main task of PICD is to provide raw materials for the operation of prison industries, instead of the government. In particular, it created the brand "CAPIC" to establish a corporate identity and to improve the image of prison products. It also established a well-planned product system to increase productivity.

In Singapore, The Singapore Cooperation of Rehabilitative Enterprises(SCORE) is a statutory board which manages the prison industries and provides rehabilitative opportunities. It sets up, or invites companies to set up, workshops in the prisons where the inmates will work and learn the on-the-job skills. SCORE's bakery and laundry services are examples of enterprising industrial pursuits that have (successfully) taken root in the prison setting.

(c) *Security and Motivation for Work*

To address security concerns, adequate staff should be allocated to supervise work programs and prisoners should be carefully classified when they are assigned to work. Incentives like payment and other privileges should be encouraged to motivate prisoners to engage in prison work.

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(d) *Evaluation of the Programs*

Any given programs should be followed up and evaluated to assess the success and failure rate, and the findings should be used to improve the deficiency. Because each program will have its own objective, statistics should be maintained to list how many ex-prisoners have been employed with a steady job relating to the skills or trade they learn in prison. This kind of information should help the prison administration review their work or training programs and make necessary improvements to suit actual situations outside the prison.

This may only be one aspect of the study as there are many other indicators that can be used to determine the success or failure rate of any given program. The results may improve existing programs to suit the conditions outside of prison.

B. Education

Globally, education is an essential basic need to enhance human development. Demographics like low education, in this instance, are often predictors of offending. Thus, an important priority is to reduce the statistical chance or probability of re-offending. The provision of education, either academic or vocational, for the purpose of upgrading prisoners' educational status and skills is thus essential in a competitive society.

1. Actual Situation

The main purpose of education is to enhance a prisoner's competitive ability for employment in free society after release from prison. Our assessment of the 17 participating countries shows the following: 13 out of 17 countries have introduced fundamental (literacy and numeracy) education in view of global trends in literacy, and these programs are funded by the state.

As for further education such as correspondence courses, high school,

secondary school and undergraduate studies, 11 out of 17 countries facilitate correspondence courses for their prisoners. In most cases, a government meets the cost of these types of programs as long as the prisoner is still serving their sentence of imprisonment. In other cases these programs are assisted by Non-governmental Organizations like churches and others.

In order to offer educational programs to prisoners, they have to pass a selection or classification process. Depending on that consideration, those prisoners who really have the need for a specific type of educational course are offered places to undertake various types of courses. We observed that, the type and level of educational courses varied among the 17 participating countries. This was because the aptitude of each individual prisoner also differed by country.

We also learned that in those 13 countries which conduct fundamental educational program, the participating prisoners will be awarded a certificate of attainment at the completion of the appropriate course. This is also true for the 11 countries that also have prisoners engage in further education through correspondence. The award of certificates of attainment depends upon the appropriate education authority in the respective countries.

2. Problems

In our observations, we found the following concerns to be common problems; again the magnitude varied widely among the participating countries.

(a) *Difficulty in Grouping Prisoners to Attend the Class*

Difficulty was experienced when trying to group prisoners into classes, because it is not like ordinary school when all the intake can start together, as prisoner are admitted to prison on different dates. One

other related matter has to do with individual educational backgrounds, or the specific needs of the individual prisoner.

(b) The Lack of Qualified Specialized Teachers to Carry Out Academic Programs in Prison

Prison administrators of some of the participating countries cannot provide educational programs. This is because they do not have qualified teaching staff within their existing staff strength. For the purpose of education there must be qualified teaching staff to teach the prisoners the training material. This is also true for those other countries that have supplementary educational programs. They rely on relevant state agencies to assist them with their programs, as they do not have their own qualified staff.

(c) Poor Learning Environments

The experiences of some participating counties show us that prisons are in lack of educational programs, materials and suitable facilities to carry out their programs. These matters are the essential components of any educational programs, without which we cannot conduct any programs.

3. Countermeasures

Our general observation about the actual situation re educational programs in the 17 participating countries also exposed a number of problems commonly shared by those countries. In the context of educational programs utilized to enhance the socio-economic ability of prisoners in prison, we are of the view that the three common problems are somewhat closely related. Therefore, in a practical sense, any countermeasures should be offered in a package to complement each of the problems being identified. The following suggestions are considered as the countermeasures:

(a) Development of School Calendar Year

In order to address the problem relating to difficulties resulting from the different admission dates of prisoners, we suggest that school calendars be developed and enforced in prison. However, should there be any large intake of prisoners at any time, a special class should be organized to cater for need. Thailand is adopting such a measure. Another suggestion would be to engage volunteers, like retired teachers, from the surrounding community.

(b) Utilization of Existing Staff

Available staff should be reorganized and re-deployed for the purpose of conducting educational programs. Selected staff should be identified and trained adequately to carry out the intended programs. If this can not be done with available manpower and resources, then it is necessary to sell this idea to the public at large, where there is bound to be some kind of assistance forthcoming from volunteer organizations or other government agencies.

(c) Cooperation with Other Public Organizations

To solve the problem of insufficiency of teaching staff, prison administrator may consider cooperator with public organizations. There are specific examples of this approach as follows:

- In Japan, The Ministry of Education set up a branch of a junior high school in one of the juvenile prisons, where teachers are seconded from the main school campus;
- In Singapore, academic classes and certificate courses are conducted by qualified teachers seconded from the Ministry of Education.

(d) Development of Education Materials

At this point the programs will need educational material to provide courses. Again, if it is not possible to provide those

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needs within the prison then it is necessary to go to the relevant government agency to assist the prisons

(e) *Improvement of Educational Facilities*

With whatever resources are available, the educational facilities needed for educational programs should be renovated or developed. Desirable learning environments will enhance the willingness of prisoners to participate in the educational programs. If improvement is not possible from within the prison setting, efforts should be made to seek assistance from the public, like voluntary organizations and government agencies.

(f) *Evaluation of Educational Programs*

Evaluation on the results of course examinations will help prison administrators assess the effectiveness of the educational programs and make corresponding improvements.

IV. SPECIAL TREATMENT PROGRAMS FOR SPECIFIC TYPES OF PRISONERS

In addition to the treatment programs enhancing the socio-economic ability of prisoners, there are other special treatment programs aiming to rehabilitate some specific types of prisoners in prisons. The treatment programs provided to those prisoners are different and distinctive. Thus, the group will discuss the treatment programs for some specific types of prisoners as follows:

- (a) Prisoners with psychological problems
- (b) Drug addicted prisoners
- (c) Sex offenders in prison
- (d) Violent offenders in prison
- (e) Organized crime offenders in prison

It is noted that the interpretation of the above classification of prisoners varies from one country to another and the different

viewpoints of scholars and legislators will make interpretation more complicated. Nonetheless, the main objective of the group discussion was to study the treatment program; so that the definition of each type of offender is briefly stated below in order to limit our scope of discussion.

- (a) "prisoners with psychological problems" mean those who have psychiatric problems, adjustment problems and criminal behaviors
- (b) "drug addicted offenders" mean those who habitually abuse illegal drugs;
- (c) "sex offenders" mean those who commit offences of rape, indecent assault, public indecency, etc.;
- (d) "violent offenders" mean those who have the tendency to solve their problems by violent actions, for example physical assault, bodily injury, murder, homicide etc. excluding "organized criminal offenders", which we mention below;
- (e) "organized criminal offenders" mean those who are members of a gang engaging in various kinds of crimes like drug smuggling, extortion, intimidation, physical assault, bodily injury, murder, homicide etc.

A. Treatment Programs for Prisoners with Psychological Problems

1. Actual Situation

According to our questionnaire: 14 out of 17 participating countries have prisoners with psychological problems; 12 out of 17 countries consider psychological treatment programs to be critical; 11 out of 17 countries have classification systems to detect the psychological problems of prisoners; and 8 out of 14 countries have psychological treatment programs.

For those countries where psychological treatment programs do not exist, some other measures are taken to lessen the problem. Those measures are as follows:

- Counseling programs conducted by welfare officers, religious groups or prison officers.
- Family visits.
- Transfer of prisoners with psychological problems to receive treatment from outside mental hospitals.

Summing up the collected data, there are three kinds of 'psychological problems' and 'psychological treatment programs'. They are 'psychiatric problems', which should be treated in mental hospital; 'adjustment problems' inside institutions, which could be handled by other ways such as family visits and religion; and 'criminality' behavior. Although psychiatric and adjustment problems are important, this paper is to address "rehabilitation programs in the prison to prevent prisoners recidivism". So the programs aimed at changing behavior and decreasing psychological tendencies to commit crime should be focused.

In this meaning, only Japan and Hong Kong have some of those programs, but they are far from sufficient. Other countries do not have psychological programs aimed at changing criminal behavior, not the concept/idea of these kinds of treatment programs. Actually, for some countries, psychological programs should and could not get priority. In these countries, the first priority is to have good enough living and security conditions. Secondly, they need work and education programs. Then thirdly, they can deal with the psychological programs of prisoners. As the programs aimed at changing criminal behavior are rather new in the world, no country has achieved the goal of establishing these programs. Thus the programs which disturb the implementation of treatment programs aimed at changing criminal behaviors, will be the focus of this paper.

2. Problems

a) *Lack of Full Understanding of Crime*

Causes and/or Characteristics of Criminals

There has been some research on the causes of crime and/or criminal behavior, which revealed that individual criminal characteristics include biological and personality aspects, and family characteristics. However, no single factor can predict criminal behavior. Although some general factors that might enhance criminal behavior could be addressed, it is difficult to estimate and predict individual criminal behavior. When we cannot understand the causes of crime, it is hard to treat the criminals.

b) *Lack of Effective Methods to Change Behavior*

Behavioral science and psychology are rather new sciences and psychotherapies aimed at changing behavior, having a history of only two hundred years. Human behavior is very complicated and difficult to change once reaching adult hood. Furthermore, when criminal behavior is identified, changing it becomes difficult. Usually, you find clients who lack the motivation to change, often tell lies, distrust you, and deceive you. They are persons who have some difficulty in having good relationships with people; while trust and a good relationship is the basis of making people change.

Also psychotherapy has been developed in the framework of medical hospitals and/or clinics for patients. Usually those patients want to be cured and follow the framework of psychotherapy. However, since prisons confine different kinds of people, and have another kind of purpose, they have different type of framework. Contradictions in the frameworks of prisons and traditional psychotherapy could be another factor disturbing the psychological treatment of offenders in prisons. After all, effective methods to change criminal behavior have not been established yet.

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c) *Lack of Reliable Statistical Methods to Evaluate the Effectiveness of Programs*

Lastly, there is a problem in evaluation the effectiveness of treatment programs. You need feedback to improve the programs, however statistical methods to evaluate treatment programs have some difficulties, such as random sampling and selection of independent and dependent variables. As a result, some say that no rehabilitation program works effectively, and others say that some programs do work. No lay people understand the statistical methods to get these results fully. People doubt that any kind of valid result could be drawn. In this type of situation, people tend to believe what they want to believe. Treatment programs can not be improved if you do not understand what kind of programs is effective for what types of offenders, and to what extent.

3. Countermeasures

The countermeasures to these problems are basically to work with each factor disturbing implementation of effective treatment programs, and to break through the vicious circle created by these factors. Below are some countermeasures to solve or improve each problem factors disturbing the implementation of effective treatment programs to reduce criminality.

a) *Greater Understanding of Crime Causes and/or Characteristics of Criminals*

Concerning the cause of crime, some characteristics of criminals are becoming clear. One factor is the psychology of aggressive and psychopathic personalities. Hare made a Psychopath CheckList Revised(PCL-R)(4), which is an objective assessment measure based on his research and Cleckley's concept to the psychopath, "Mask of Sanity". This measure makes it possible to operationally define psychopaths and Gacono and Meloy have

studied psychopaths using PCL-R and Rorschach Tests. Those studies found psychopathic criminals to have more ability to ward off anxiety, or decrease dysphoric affects, and this ability had obvious impact in eliminating the deterrents to criminal activity. They also found that psychopaths had aggressive and narcissistic personalities with some extent of cognitive disorder(Gacono & Meloy, 1994; Hare, 1995).

There are also some bio-psychological findings. One aspect of the psychopath's physiology is evident in the differential patterning of lower skin conductance level, an under-aroused EEG profile and higher heart rate in anticipation of aversive stimuli when compared to non-psychopaths. This pattern suggests a decreased sensitivity and active psychological coping in preparation for an aversive stimulus. It is not clear how those biological aspects, family background, socio-economic background, and personality make an individual criminal. However, all negative factors are required to be a perfect criminal. If one of those factors is lacking, other positive factors can prevent them from becoming a criminal.

Another kind of concept concerning the personality of criminals and delinquents is the Antisocial Personality Disorder (ASPD) and Conduct Disorder in DSM-IV(American Psychiatric Association, 1994). When the Diagnostic and Statistical Manual of Mental Disorders third edition(DSM-III) employed the Axis concept and mentioned Personality Disorders in 1980, it became possible to define antisocial personality disorders operationally, and study them with some reliability. Now people believe a criminal does not become a criminal in one day. Hardcore criminals have started their criminal carrier before the age of 10 years, committed a variety of delinquent and criminal conduct.

Juveniles under 16 years who have

behavioral problems could be diagnosed as having conduct disorders. Among those with conduct disorders, some would grow up to become adult criminals diagnosed as having antisocial personality disorders. Other juveniles diagnosed with conduct disorders quit criminal conduct and become law abiding people. What makes this difference is now believed to be the: ability of attachment; ability to have a relationship with real human beings (not idealized); and ability of impulse control. Even though causes of crime are not understood perfectly, it is possible to differentiate juveniles who become chronic criminals and those who do not to some extent, and these criminals who are dangerous and those who are not. Anyway, it is a good idea to continue to try to gain more understanding of crime causes and/or characteristics of criminals.

b) *Establishment of Effective Methods to Change Criminal Behavior*

Even though psychological treatment to change criminal behavior is still developing, DSMs have also contributed much to the development of psychotherapy for personality disorders, including antisocial personality disorders (ASPD). Although there are some psychiatrists who believe it is impossible and/or unnecessary to treat ASPD, others have addressed some ways to treat ASPD affected. Basic techniques to treat ASPD are concerned with: how to motivate for change, how to have and maintain relationships, and how to treat therapist's counter transference (Davio, 1990, Dergsen, 1995; Fujioka, 1998; Livesley, 1995).

Some psychiatrists emphasize types of conduct disorders. According to them there are 4 types of conduct disorders; socialized, characterological, neurotic, and psychiatric. The prognosis and appropriate treatment differs according to types. The extent of psychological problems and necessity of psychological treatment also

differ according to types (Fujioka, 1997; Weiner, 1992). This means that classification aimed at making treatment plans is important. Some might need more psychological treatment, others might need other kind of programs such as vocational training and education.

Still some psychiatrists prefer cognitive-behavioral treatment. They tend to be practitioners and prefer group treatment. They believe that even if they do not understand the causes of crimes, it is possible to treat them. They do not believe in the medical model, which emphasizes professional people who have full understanding of the causes and methods to cure the disease and help patients. They tend to believe in the ability of criminals to help themselves. Since professional people can not follow criminals and prevent criminal behavior all the time, it is the criminals themselves who must prevent themselves from committing criminal behavior again. So, the basic idea of treatment is to help the criminals enhance their ability to help themselves. They focus on specific types of offenders such as sex offenders, violent offenders and drug addicts. Now most people believe some treatment programs will help some offenders to prevent recidivism, to some extent. So the topic should be focused on what treatment programs are effective for what types of offenders. Programs should be developed according to these lines. These types of treatment programs for specific types of offenders will be dealt with in detail in the next sections.

c) *Establishment of Statistical Methods to Evaluate the Effectiveness of Programs*

It is very important for improving treatment programs to evaluate the results of programs and have feedback on them. Because of computerization and progress in the field of statistics, methods to evaluate the effectiveness of the treatment

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programs have been much improved and the effectiveness of some programs has been proved (Andrew, 1998). Efforts to evaluate the effectiveness or ineffectiveness of treatment programs should be continued and will help improve the understanding of causes of crimes and treatment programs of criminals.

B. Treatment Programs for Drug Addicted Prisoners

1. Actual Situation

According to the distributed questionnaire, we observed that among 17 participating countries, only Japan, Hong Kong, Malaysia, and Thailand have special treatment programs for drug addicted offenders in their prisons; whereas Botswana, Fiji, Kiribati and Solomon Island do not have any programs. The other 9 participating countries treat drug addicted prisoners with the treatment programs available for the general prison population. The actual situation of the treatment programs implemented in the relevant countries will be discussed hereunder.

(a) Hong Kong

In Hong Kong the Drug Addiction Treatment Centers Ordinance (Cap.244) empowers the courts to sentence a drug addict, found guilty of an offence punishable by imprisonment, to detention in a drug addiction treatment center. The aim of the compulsory drug treatment program is threefold:

- a) Detoxification and restoration of physical health;
- b) Uprooting of psychological and emotional dependence on drugs; and
- c) Preparation for the inmates reintegration into the society

The period of treatment ranges from a minimum of two months to a maximum of 12 months, followed by 12 months of statutory aftercare supervision. The actual length of treatment is determined by the

prisoner's health and progress, and the likelihood of remaining completely drug free after release. The work program in the treatment center aims at improving the inmate's health, developing good work habits and establishing self-confidence and a sense of responsibility. Inmates are assigned with work commensurate with their capabilities, skills and fitness. Those who are found to be medically unfit for a work program will attend occupational therapy classes. Prisoners released from addiction treatment centers are subjected to 12 months of supervision, which aims at assisting the released inmates to reintegrate into society.

(b) Japan

In Japan, the situation of the treatment program of drug addicts prisoners in prison is organized in groups at three points in time: upon entry, at the mid-point of their custody and at the time of discharge. The general treatment program summarized as follows:

i) Fact Finding Survey: A survey is done to find out how drug abusers become addicted to drugs by answering a set of questionnaire.

ii) Stimulants' Effects on the Mental and Physical Aspects of Abusers: The prisoners are made to consider the effects of drugs on their body and mind. In this, prisoners record experiences, such as illusions and delusions.

iii) Social Effect of Drugs Abuse: Prisoners are made to record their own experiences and discuss the negative effects of drug use on them and their families.

iv) Legal Restrictions: In this particular step, prisoners are made to understand the significance of legal restrictions and the actual system of court trials. The strict implementation of trial sentences and imposition of punishment are explained to them.

v) **Methods and Determination on the Abandonment of Stimulant Abuse:** Prisoners are told to make a commitment to completely give up stimulant drugs. Prisoners prepare methods for abandoning stimulant drugs, and consider how to resist temptations from their peer groups.

vi) **After Receiving Drug-Free Education:** Lastly after receiving drug free education, the level of comprehension of the course content is checked. In addition, female prisoners are taught to understand that stimulant drug abuse affects not only themselves but also their fetus and newborns.

(c) *Malaysia*

In Malaysia, a Therapeutic Community(T.C) Program is implemented together with the general treatment programs such as orientation, prison work and physical training. This program bridges the communication gap between staff and drug addicted prisoners typically found in correctional institutions, and also utilizes the prisoners' peer influence and self-help concepts. Drug addicted prisoners who live and work together meet with the staff regularly with a desired goal of improving post-release performance. By employing (under staff direction) open communication, discussion, as well as other T.C treatment methods, participating prisoners can adjust their behavior through learning, testing and projecting themselves as effective role models.

(d) *Thailand*

In Thailand, drug addict prisoners will be sent to special prisons which provide treatment and rehabilitation programs. At present there are 6 prisons to cater for such prisoners. Treatment programs provided for drug addicted prisoners consist of 3 stages:

i) **Withdrawal stage:** Detoxification methods used in institutions is based on 'cold turkey' without applying methadone.

ii) **Psychological and physical recovery stage:** Psychological treatment aims to restore and reconstruct self-confidence, morale and attitude. Physical reconstruction, which is done at the same time, aims to restore body strength and fitness.

iii) **Rehabilitation stage:** Besides the psychological and physical treatment, vocational training, formal education and work are the main elements of the rehabilitation program. Moreover, the Department of Corrections has implemented the Therapeutic Community (T.C) program to rehabilitate the ex-drug addicted prisoners mentally and physically. The T.C program is implemented in 75 prisons and correctional institutions where drug addicted prisoners are imprisoned.

(e) *Singapore*

In Singapore, drug addicted prisoners are detained in Drug Rehabilitation Centres for a minimum period of 6 month up to a maximum period of 36 months depending on the number of previous admissions. Prisoners with greater number of previous DRC admission will be kept longer in the DRCs. Upon arrest, all drug addicts are sent to the reception centre. This is where they undergo a compulsory detoxification period for one week. After detoxification., inmates are transferred to DRCs.

Following a review of the drug program, Community-Based Rehabilitation was given greater emphasis to assist the treated addicts to reintegrate into society. Upon completion of their minimum period in DRC detention, inmates will be placed in one of the following programs:

a) **C o m m u n i t y - B a s e d Rehabilitation(CBR)**

b) **E x t e n d e d I n s t i t u t i o n a l Rehabilitation(EIR)**

U n d e r C o m m u n i t y - B a s e d Rehabilitation, inmates may either be selected for any of the three schemes: the

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Halfway House Scheme (HWH), Residential Scheme or Halfway House Scheme with Naltrexone/Residential Scheme with Naltrexone. Once the inmate is selected for the CBR scheme, they may voluntarily opt out of the program only before it starts. Inmates who are selected for CBR are required to undergo the Pre-Release Program.

The Halfway House Scheme requires the inmates to stay in a halfway house for a period of six months, work during the day and return to the HWHs in the evening to observe curfew hours. The Residential Scheme lasts for a period of six months. However, the inmates are required to be tagged with an electronic monitoring device when released. The inmates are also required to work during the day but have to return home in the evening to observe curfew hours. They must report regularly back for counseling and urine testing.

In August 1993, the Department launched a pilot program involving the use of the drug Naltrexone on some inmates. A person who is on Naltrexone will not be able to 'get high' if he or she consumes a narcotic drug. Naltrexone is not addictive, hence it is not a substitute drug for the addicts.

Those inmates who do not qualify for the Community-Based Rehabilitation or who voluntarily opt out of CBR programs are placed under Extended Institutional Rehabilitation (EIR). In this way their detention periods in the DRCs would be extended up to between 12 to 24 months, depending on their categories.

2. Problems

In order to implement special treatment programs for drug addicted prisoners, we will identify various problems faced by those related countries. The population of drug addicted prisoners in many countries has been soaring, thus making the special treatment of drug addicted prisoners a global and urgent issue. The problems

concerning special treatment programs for drug addicted prisoners are as follows:

a) *Lack of Treatment Programs or Other Related Resources*

In Bangladesh, Indonesia, Nepal, Ghana, Papua New Guinea and Kenya, drug addicted prisoners are treated together with other prisoners by giving them counseling and religious guidance. In the Philippines, there is no special treatment program for drug addicted prisoners. In Korea, drug addicted prisoners are segregated from other prisoners, but general treatment will be given to them. In Pakistan, drug addicted prisoners are sent to hospital outside of the prison to undergo the medical treatment.

b) *Difficulties Encountered in Implementing Special Treatment for Drug Addicted Prisoners*

(i) Lack of motivation of drug addicted prisoners: From our experience, drug addicts have very weak willpower. They can maintain a drug-free life while in prisons, but once they are released, due to easy access to drugs and for other reasons, they soon relapse. This implies that the programs are not effective enough to motivate drug addicted prisoners to quit drugs when they are released from prison. On the other hand, drug addicted prisoners have some health problems, e.g., HIV, physical deficiencies etc. which need special care from the prison authorities.

(ii) Lack of specialists to implement the program: Due to increase of drug addicted prisoners in some countries, e.g. Malaysia and Thailand, prison authorities faces the insufficiency of specialists who are able to conduct treatment programs effectively.

3. Countermeasures

a) *Establishment of Treatment Centers for Drug Addicted Prisoners*

As far as resources and security factors

permit, it is preferable to separate all drug-addicted prisoners from those non-addicts, and to centralize them in separate, designated institutions. This is to facilitate the implementation of treatment programs especially designed for drug-addicted prisoners. It is also the best way to treat the various types of drug addicted prisoners such as the seriously addicted prisoners or the drug addicted prisoners with health problems e.g. HIV, physical deficiency. For those countries where there are no specific treatment programs for drug addicted prisoners, they may consider adopting the treatment programs that we have discussed.

b) *Countermeasures to Solve Problems in Implementing Special Treatment Programs for Drug Addicted Prisoners*

(i) Cooperation with other agencies outside prisons: Successful rehabilitation programs for drug addicted prisoners require strong and sustainable systems, especially to prevent the ex-drug addict prisoners from relapse.

Cooperation with other related agencies, outside of prison, is required to give aftercare or counseling services to the ex-drug addict prisoner to maintain their drug-free life and motivate them to keep away from drugs. Facilities and programs provided by halfway houses, community rehabilitation centers etc. can be utilized in order to monitor the ex-drug addicted prisoners, having personnel to educate and supervise them closely within certain period.

(ii) Recruit and train more specialists: To cater for the needs of special treatment programs for drug addicted prisoners, and in accordance with the increasing number of drug addicted prisoners in prison, more specialist in related fields should be recruited. The other alternative is to train selected staff in the respective treatment

programs.

C. Treatment Programs for Sex Offenders in Prisons

1. Actual situation

According to the questionnaire distributed to all the course participants, only 4 out of 17 countries have special treatment for sex offenders. These countries are Botswana, Hong Kong, Korea and Japan. Therefore, we introduce the treatments measures for sex offenders in those countries and discuss the problems and countermeasures.

(a) *Botswana*

There are special treatments for sex offenders in prisons in Botswana. They include interviewing the sex offender, individual counseling, sex education, group counseling and group discussion. The purpose of this treatment is to help an offender realize their problems and how to deal with them. These treatments are conducted by prison social workers and chaplains. These social workers and chaplains are sent to training institutions, like the university for social work training or theology, which cover psychology as a major subject. The group counseling is held once per a week with a duration of one hour, whereas individual counseling is conducted frequently. However, it normally takes long time for prisoners to open up and talk about their problems.

(b) *Hong Kong*

The objective of the treatment programs for sex offenders is to provide comprehensive assessment and treatment services for incarcerated sex offenders, as well as for those referred by the court and relevant review boards for evaluation purposes. At present both individual treatments as well as a structured treatment program, "The Sex Offenders Self-Help Program", is offered to inmates. The Sex Offenders Self-Help Program has

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a combination of self improvement strategies covering the following areas:

- Sex knowledge;
- Managing stress and negative emotions;
- Identifying and changing distorted sex attitudes;
- Improving social skills;
- Victim empathy training;
- Understanding offending patterns and relapse prevention;
- Community reintegration and resources.

The Sex Offender Self-Help Program is designed to supplement individual psychotherapy. The program provides a non-coercive and supportive environment for motivated offenders to learn, through using the multi media materials contained in the self-improvement packages, with the assistance of the Duty Psychologist. Weekly group sessions to consolidate learning and contact with a personal tutor for in-depth therapy is also arranged. The treatment period for offenders varies depending on individual needs and may range from a few weeks to six months.

(c) *Korea*

There is specific treatment for sex offenders in Korea. The contents of the treatment are counseling, interview and education about sex, HIV and sexual morals. This treatment is conducted by psychologists or religious leaders (such as priests, monks, etc) who emphasize the importance of the family. Prison officers makes prisoners exercise to have a sound mind. The purpose of this treatment is to prevent the offenders from relapsing into sex offences.

(d) *Japan*

Not all sex offenders are given specific treatment in Japan, but some ambitious treatment is conducted in juvenile prisons such as Kawagoe and Nara Juvenile Prisons (Correctional Bureau, 1994). The

purpose of these special treatment programs is to make the sex offender in prison aware of their problems, to remove their problems and to realize their re-integration. The detailed objectives are as follows:

- To motivate them and to make them aware of their own problems;
- To make them think of how to solve these problems;
- To make them have sympathy to others;
- To make realize the damage to victims and have respect for women;
- To make them realize how to express themselves in an unselfish way;
- To make them internalize treatments.

Necessary treatment is given to the sex offenders six to twelve times in accordance with the treatment programs. The content of this treatment is summarized as follows:

- Counseling;
- To make them write a composition titled "My future";
- Group discussion;
- Role playing;
- To make them watch videos about sex, HIV and sexual harassment;
- Role lettering (to make them write a letter titled "If I were the victim").

2. **Problems**

There are many problems concerning the treatment of sex offenders in prisons. These problems can be broadly divided into two categories. One is the lack of specific treatment programs and/or other necessary resources in most countries, and the other is related to the difficulties in implementing the special treatment programs for sex offenders.

a) *Lack of Treatment Programs or Other Related Resources*

As we described above, only 4 countries have specific treatment programs for sex offenders. That means the other participating countries do not have specific

treatment methods. According to the questionnaire, the reasons why specific treatment for sex offenders does not exist in those countries are as follows:

- Because there are few sex offenders (e.g. in Nepal and Pakistan)
- Because treatment for sex offenders in prisons is not established yet (e.g. in Ghana, Kiribati, Philippines, PNG, Solomon Islands and Thailand.)
- Because there are no specialists who can give specific treatment for sex offenders (e.g. in Fiji and Malaysia)

For the countries who have few sex offenders, specific treatment for them is still needed because sex offenders mostly have psychological problems resulting from, for example, child abuse or incest. Therefore, even though there may be few sex offenders in a country, the importance of specific treatment for sex offenders cannot be ignored.

b) *Difficulties Encountered in Implementing Special Treatment Programs for Sex Offenders*

There are special treatments for sex offenders in prisons in Botswana, Hong Kong, Korea and Japan. However, the psychologists or specialists who treat sex offenders in prison encounter the following difficulties in implementing these treatment/methods:

(i) Unwillingness to participate in Specific Treatment by sex offenders: Counseling or group discussion is contrary to their privacy, especially when themes are related to sex offences. As sex offences are of a shameful nature, most offenders just express "I feel repentant deeply" and do not speak or discuss actively their crime.

(ii) Variety of sex offenders: There are many types of sex offences such as sexual perversion, fetishism, exhibitionism, voyeurism, pedophilia, sadomasochism etc. Consequently, those offenders are inclined to think "I am different from others" and are not motivated to join group activities.

(iii) Deep-rooted causes of sex offenders: It is difficult to change the base character of sex offenders because the cause of these offenders has sometimes arisen from their infant experiences such as child abuse or incest. Accordingly, specific treatment for them, other than prison work or academic education, should be implemented.

(iv) Changes of counselors or trainers: From time to time, the counselors or trainers will be changed due to transfer, promotion or retirement. However, it is difficult to change the trainer of sex offenders because the treatment of sex offenders is based upon the trust relationship between the trainer and the prisoner.

3. Countermeasures

The group members agreed that it would be difficult to solve the above-mentioned problems, but the following countermeasures might be useful to ease off the present situation.

a) *Introducing Treatment Programs or Other Related Resources*

For those countries that lack specific treatment for sex offenders, they may give due consideration to the types of treatment programs being implemented in other countries.

For those countries that lack psychologists or specialists, the present situation can be improved if some selected correctional officers are educated in psychology and used to assist the psychologists to provide necessary treatment for sex offenders. If the authority doesn't understand the importance of specific treatment programs for sex offenders, these officials should be invited to attend relevant international seminars, conferences or committees in order to make the governments of those countries aware of the importance to the treatment of sex offenders

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b) *Countermeasures to Solve Problems in Implementing the Specific Treatment Programs for Sex Offenders*

(i) Privacy and good atmosphere: If the sex offenders doubt that their privacy is not well secured, they will not speak frankly in counseling or group discussions. Accordingly it is most important to teach the inmates strictly keep others secrets and privacy. In addition, the atmosphere of group discussions should be made as relaxing as possible, for example by arranging the allocation of tables in the form of circle or by adopting individual counseling when needed.

(ii) To teach them sex offenders have common ground: The study of by Jonathan E. Ross, M.A. "New Hope Treatment Centers" (1-800-776-6482, 1994) teaches us that sex aggressors, for example those steal who sexual items, sexually harass, commit pedophiles, forcibly rape and commit sexual homicide, drives are based on the same background. Accordingly, sex offenders should be convinced that other sex offences come from common ground and they should be motivated to understand each others problems.

(iii) Relapse Prevention Program: It is hard reform the character of sex offenders, but it is possible to make them prevent relapse. George and Mariatt suggested a "Relapse Prevention (RP) Program for sex offenders". The purpose of the RP Program is to make an offender anticipate the relapse problem and manage it. The method of the RP Program is to make them write what problems may happen in a day and how to manage them, individual counseling, group discussion, role playing etc (George and Mariatt, 1989).

(iv) To standardize methods and keep good records: It is unavoidable that the trainers are sometimes changed because of transfer, promotion or retirement.

Accordingly, it is very important to standardize the methods of treatment via working manuals and to keep good records of treatment for proper hand-over from one to another.

D. Treatment Programs for Violent Offenders in Prisons

1. Actual Situation

In this paper, violent offenders are referred to as those with a tendency to solve their problems by resorting to violent actions. Those with this propensity will inevitably bring into prisons their violent behaviors when convicted. Therefore, some kind of psychological treatment is deemed necessary to reduce the risk of their re-offending.

As indicated by the questionnaire distributed, none of the 17 participating countries have treatment programs for violent offenders, but the psychologists, of some countries will provide some sort of treatment to them if necessary. For Botswana and Fiji, counseling is the only treatment measure they employ. In the case of the Solomon Islands, violent offenders are encouraged to attend religious activities and participate in religious seminars that are normally provided by church organizations. In Indonesia, they arrange a "SHOLAT" session that requires the violent offenders to pray to God five times a day. The other participating countries like Bangladesh, Pakistan and Thailand segregate violent offenders in separated cells. In Ghana, Kenya, Kiribati, Malaysia and Papua New Guinea, violent offenders are treated like any other prisoners. They have no special treatment programs but they are treated like the rest of prisoners who participate in prison work, education or vocational training.

It is essential to identify the motives of the commission of violent crime and the causes to enable us employ the appropriate treatment.

2. Problems

a) *No Specific Treatment Programs for Violent Offenders in Prisons*

According to the questionnaire, none of the participant countries have any comprehensive treatment programs for violent offenders. The common treatment is only the separation of violent offenders from the rest of the prison population. Chronic violent and aggressive prisoners are locked up for their own safety, and for that of staff and other inmates.

The absence of specific treatment programs in prison for violent offenders has been identified as a problem. This is because violent offenders are prone to violent actions and their treatment is essential to reduce re-offending when returned to normal society. Why do we need treatment programs for violent offender? The reasons are as follows:

- Some of them have cognitive behavioral problems.
- Some of them have a tendency to solve their problems by violent actions. This is a common factor in all countries and most of these offenders are recidivists.
- Some violent offenders may have mental problems and or alcohol problems.

3. Countermeasures

a) *Implementation of Packaged Programs for Violent Offenders*

The mere segregation and locking up of violent offenders is seen to be a non-rehabilitative measure. The violent offender will not receive any treatment for their violent behavior. For this reason, we intend to introduce a treatment program that has been initiated by the Canadian Services for Correction(CSC). The program has been researched and tested by this agency and proved effective. Seeing that none of the 17 countries have such a treatment program, the introduction of the CSC treatment program for violent offenders may help in formulating such

programs in the those countries. The program may not be suitable to some countries but it will give them some ideas.

b) *Intensive Treatment Program for Violent Offenders*

The treatment program conducted by the Regional Health Center in Abbotsford, Canada offers an intensive treatment program for violent offenders, specifically for federal inmates who are seen as being at a very high risk of re-offending (Mulloy & Brown, 1994). The staff involved in the program include a psychologist, social worker and nurses, who implement the treatment provisions. Staff from other disciplines are also involves as needed. The treatment team model is used with all staff involved in treatment.

The program is a multi-model, with emphasis on cognitive-behavioral therapy and relapse prevention. There is also focus on amending specific offender skills deficits, such as communication and anger management. The setting of pro-social group norms by participants is encouraged through daily group psychotherapy and group living. Two methods included in the program are:

i) Cognitive-behavior therapy: cognitive-behavior therapy is the predominate treatment model, and has been shown to be one of the most effective treatment methods. A strong emphasis is placed upon the group experience and the importance of forming supportive relationships with other group participants. Teaching offenders different ways to think and to form relationships, while at the same time encouraging them to practice their developing skills on each other in a supportive environment, is believed to have a promising effect in terms of recidivism on re-entry to the community. It is also seen to be effective in improving self-regulatory cognitive, emotional and behavioral controls.

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ii) Anger Management: The important element in this therapy is the creation of a delay between the provoking event and the emotional arousal. Criminal or delinquent populations have often been described as impulsive people who 'act before they think'. For this reason, the program will incorporate a number of elements intended to extend the amount of time between the event and the response. These elements include relaxation training, the identification of an internal observer and the recognition of internal dialogue about the provoking event. The inclusion of these delaying events should act to reduce the impulsive nature of the inmates anger response.

**E. Treatment Programs for
Organized Crime Offenders in
Prisons**

1. Actual Situation

According to the questionnaire distributed to all the course participants, no country, other than Japan, has special treatment programs for organized crime offenders. However we agreed that there was an increase in the trend toward organized crime in some countries, and efforts should be made to help those offenders re-integrate into society. Notwithstanding the tremendous difficulties encountered in the new challenges, in 1994 the Correctional Bureau of Japan set forth a new guidelines for those hard-core offenders.

a) *Characteristics of Boryokudan
Inmates*

In Japanese prison 'Boryokudan' members are regarded as dangerous habitual offenders and have the following characteristics:

- Generally speaking, the Boryokudan inmates are classified as 'B class' in terms of allocation category, and 'G class' as to treatment category. 'B class' inmates have a propensity

toward committing crime and 'G class' inmates should be given guidance and life skills training;

- They like to show off and are easily driven by impulsive characteristics. They have high loyalty to the organization and have little self-repentance;
- They undermine prison regulations and general treatment, and even disturb the rehabilitation of other inmates.

According to the statistics of Osaka Prison, which accommodate 2003 inmates, in May 1998 the number of Boryokudan inmates was 338(16.9%). While the total number of prison penalties during 1997 was 1792, the number of penalties imposed on Boryokudan inmates was 399(23.3%).

Consequently, special treatments are conducted for the Boryokudan inmates from a security view point, such as:

- Boryokudan prisoners are administered according to the group they belong to. They are separated from each other not only in cells but also in institutions.
- To avoid contention or strife in prisons, prison officers prohibit them from talking about the group struggles outside of the prison, and from organizing group with in the prisons. Letters are sensed carefully for this purpose.

b) *Some Aspects of Boryokudan
Members*

Research on the life of Boryokudan made by the National Research Institute of Police Science in 1994 indicates that:

- The motivation to become members of Boryokudan is ostensibly the affluence of the Boryokudan.
- Over half answered that they blindly obey the direction of their boss.
- Most of them have no clear goal in their group.

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c) *The Consciousness of Boryokudan Members*

Research on the life of Boryokudan members made by the National Research Institute of Police Science in 1994 indicates that the main reasons for leaving the organization is due to anxiety for their family, financial independence from the organization, being arrested by the police, having an appropriate occupation and being persuaded by their family or friends to leave the organization.

d) *Treatment Programs for Organized Crime Offenders in Prisons*

In the past, there was little treatment methods for organized crime offenders other than segregation and tight security control. To help the offenders leave the Boryokudan, in 1994 the Correctional Bureau of Japan set forth guidelines for the treatment of organized crime offenders in prisons.

e) *The Content of Treatment for Organized Crime Members*

The Correctional Bureau set up 10 types of treatment programs for organized crime members. These treatment programs are given to organized crime offenders 12

times, and the content of this treatment is as follows:

- To make them realize that it is impossible to continue as a member of the Boryokudan, 'that there are specific organizations to help their breakaway. Also that it is impossible to live as a Boryokudan member without committing illicit acts, especially after the enactment of the Anti-Boryokudan Law and that the "Giri and Ninjyo (duty and love)" in Boryokudan is just deception;
- To make them think about: the bad influences when living as members of the Boryokudan, the image of the Boryokudan in the future, the inconvenient life of the Boryokudan, the importance of the free citizenship and the reason why they became members of the Boryokudan;
- To make them understand how: to leave the organizations and to make their intention to leave the organizations more strong; they caused difficulty for their family and how to re-build good relationship with them;
- To make them understand the importance of lawful work and to teach them how to work in the community.

Target of Treatment	All the members, semi-members and Boryokudan-related prisoners.
Division of prisoners	1. Those whose intention to leave the organization is very strong. 2. Those who have the will to leave the organization, but hesitate to proceed with the breakaway. 3. Those who will not leave the organization.
Form of Treatment	Generally speaking, treatment of the first period is held in group and the second half is held individually.
Cell	Those who will not leave the Boryokudan are obstacles to those who intend to leave the organization. Accordingly, those who intend to leave the organization should be incarcerated in solitary cells if possible.

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2. Problems

There are many problems concerning the treatment programs for organized crime offenders in prisons. These problems can be broadly divided into two categories. One is the lack of treatment programs and the other is related to the difficulties in implementing specific treatment programs for organized crime offenders.

a) *Lack of Specific Treatment Programs for Organized Crime Members*

As described above, only Japan has specific treatment for organized crime offenders in prisons, among the course participating countries. That means, that the other 16 countries, have no specific treatment programs except segregation. According to the questionnaire, the reasons why specific treatment programs for sex offenders do not exist are as follows:

- Because there are no organized crime offenders (e.g. in Fiji, Ghana, Kiribati, Nepal, PNG and Solomon Islands);
- Because there are few organized crime offenders (e.g. in Botswana, Pakistan and Thailand);
- Because it is very difficult for prison officers to make the organized crime offenders re-integrate into the community, so the treatment of them should be carefully implemented (e.g. in Indonesia).

It was noticed that as the transportation network developed, crime has become more internationalized and border less. In addition, as a country develops and becomes richer, the criminal organizations will increase their influence. Furthermore, the criminal organizations are always trying to extend their sphere of influence to get more money by illegal acts. Accordingly, even if there are few organized criminal offenders in a country, the importance of the specific treatment for them cannot be ignored.

b) *Difficulties Encountered in*

Implementing Special Treatment for Organized Crime Offenders in Prisons

There are special treatment programs for organized crime offenders in Japan. However the implementation of this treatment is very difficult due to the following reasons:

(i) Lack of Personal or Other Resources: This problem has three aspects, that is:

- The prison officers provide little treatment for those who will not leave the criminal organizations, because it seems to be a waste of time.
- The main treatment for the Boryokudan is to encourage them to leave the organizations. However, the reasons why they cannot leave the organizations are quite different from each other. Accordingly individual treatment is most ideal for Boryokudan members. However, it is very difficult to conduct such programs for each of the Boryokudan members, because of a lack of personnel or other resources.
- The treatment programs for Boryokudan members have been newly introduced to the penal system. It is noticed that teaching materials such as videos, brochures and cassette tapes are still limited.

(ii) Lack of Cooperation by Related Divisions: Three divisions are involved in the treatment of organized crime offenders; the classification division, educational division and classification board. However, it is difficult for the officers of these three divisions to cooperate with each other, because Japanese administration is divided vertically.

(iii) Lack of Care and Investigation After Release: Many organized crime members submit documents in which they pledge to leave the organizations. However, many of them may submit the documents because

they want to get parole. Moreover, there are still no measures to follow-up these cases and confirm whether prisoners really leave these organizations after release. More than that, it is difficult to help these prisoners find a job after release.

3. Countermeasures

In conclusion, it is difficult to solve all of the above-mentioned problems, but the following countermeasures may help to ease the present situation:

a) *Introducing Specific Treatment Programs for Organized Crime Members*

For those countries with a lack of specific treatment programs for organized crime offenders, the treatment system of Japan, as explained above, may be helpful. In addition, those countries where there are few organized crime offenders should study how to treat organized crime offenders in preparation for the future.

b) *Countermeasures to Solve Problems in Implementing the Special Treatment Programs for Sex Offenders*

The problems we mentioned above may be solved by following countermeasures.

(i) **Development of New Group Treatment Programs and Materials:** Prison officers should be reminded of their important role in the rehabilitation of offenders, notwithstanding that prisoners are organized crime offenders.

Furthermore, those who need treatment most are those who want to remain in the Boryokudan, because they have more likelihood of recommitting crimes than others. Accordingly treatment should be extended to those Boryokudan members who want to remain in the criminal organization.

Due to the lack of human resources, more emphasis should be put on the group treatment and the combination of group

and individual treatment from the viewpoint of expense and effectiveness. Since the existing treatment programs are still at the primitive stage, more effective teaching materials such as videos, brochures and cassette tapes should be developed and introduced.

(ii) **Close Cooperation of Related Divisions and Agencies:** Close communication and cooperation should be maintained among the three divisions, that is the classification division, education division and classification board. Moreover, other authorities, for example police and public prosecutors office, should also be involved in follow-up action.

(iii) **Effective Care and Investigation After Release:** Following the release of a Boryokudan member on parole, joint follow-up action should be taken to confirm whether they have organization by the Probation Office and the Police. Working in the community is one of the best ways of re-integration, though it is difficult to help them find jobs after release. Accordingly, the Public Probation Officers should help them find jobs in conjunction with the Voluntary Probation Officers and other agencies.

V. WAYS TO SECURE THE TREATMENT ABILITY OF PRISON STAFF

A. Recruiting Capable Staff

1. Actual Situation

Normally, the process of recruitment, selection and appointment of prison staff is basically similar in most countries. Firstly, all the applications are strictly tested against the requirements of the job specification as advertised. The job specification will comprise of the educational qualifications, academic status, work experience, age, gender, general health, marital status, criminal

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records and other information.

Secondly, the preliminary selection process begins soon after all applications have been received with a short list of candidates drawn up. The shortlisting of applicants will then have to undertake an intensive selection process conducted by the boards or commissions.

Thirdly, the examinations are composed of personal interviews, other specific job-related or job-oriented questions and examinations. If the applicants references and examination results meet the desired standard of the Selection Board, then the candidates will appear for a complete medical examination.

Having studied the actual situations among the 17 participating countries on the recruiting of prison staff, the group found that most countries recruited prison staff and some kinds of specialists to conduct the rehabilitation program, such as social workers, psychologists, doctors, nurses, vocational trainers, religious instructors, teachers, etc. However, some of those countries, for example Indonesia, Thailand, Malaysia, Kiribati, Nepal, Papua New Guinea etc., cannot recruit sufficient specialists in to their system. For some countries like Hong Kong, Malaysia and Nepal, some specialists are deployed from other government agencies, such as the Department of Health, Ministry of Education, etc.

Some countries also recruit specialists in accordance with their relevant qualifications. However, other countries like Botswana, Indonesia, Thailand and Malaysia, the educational requirements for the posts of specialists are generally required to hold a diploma or degree of social science or education, which include various majors. Thus, the personnel so recruited will undertake the jobs which may not be relevant to their knowledge, for example, those who graduated with a major in politics may work as a social worker. It was also observed that the educational

requirement for recruiting prison staff in most countries, except Ghana and the Philippines, does not include the fields of criminal justice, criminology or corrections. For the recruitment of prison staff who works as prison guards, the minimum educational requirement specified by all countries, except the Philippines, is a high school certificate.

In conclusion, those 17 countries have recruited some kinds of specialist to conduct the rehabilitation programs in prisons. However, most of them cannot sufficiently recruit these specialists into their own system.

2. Problems

a) *Difficulty in Recruiting Rehabilitation Staff*

Most participating countries encountered great difficulty in recruiting the appropriate of people for positions. This results in an insufficiency of qualified staff who are capable of implementing the rehabilitation programs effectively, like psychologists, teachers, prison officers, technical instructors in various fields of trade etc. The difficulties of recruiting rehabilitation staff are mainly due to the unattractiveness of correctional work including low salary, poor working environments, poor working conditions and a bad public image.

As revealed by the questionnaire, for some countries like Bangladesh Indonesia, Papua New Guinea and the Solomon Islands, their situations may be worse than the other countries. For example, their prison buildings lack maintenance and the working conditions are far from satisfactory.

b) *Inadequate Educational Background of Prison Staff*

While correctional work is viewed as a profession which requires specific knowledge on criminology, criminal justice and corrections, many countries do not

include these fields of knowledge in the educational requirements for recruiting prison staff. Prison staff are only required to have an educational background in social science or education. In many countries, prison guards have only a high school education. The lack of specific knowledge and advanced education of prison staff results in the inadequacy of educational backgrounds for working in correctional services. This problem will have adverse effects on the ability of staff to rehabilitate prisoners.

3. Countermeasures

a) *Enrichment of Recruiting Qualified Staff*

To solve the problems of recruiting the right caliber of people for prison jobs, the correctional administrators must have an effective recruitment system with a view to attracting and selecting qualified persons to join the correctional service. This involves the ability to publicize and maintain a good public image, and also the ability to set up an effective staff selection process.

Moreover, the government and correctional administrations in various countries should consider the necessity of awarding a premium to correctional officers who have to work under demanding prison conditions.

b) *Quality Training for Prison Staff*

To equip the new recruits with the necessary knowledge and skills for discharging their duties and implementing the various treatment programs, correctional administrators should provide quality basic training and constant guidance. In addition, appropriate development training should be provided to currently serving staff, in order to enhance their job performance and develop their potential for taking up higher responsibility. To motivate staff to achieve academic qualification, correctional

administrators could render assistance by providing scholarships or study leave etc.

B. Training of Prison Staff to Enhance Their Treatment Ability

1. Actual Situation

After selection has been made, recruited prison staff should be put through intensive and extensive training programs, conducted by a training institute.

Apart from Bangladesh, Kiribati and Nepal, most participating countries have established staff training institutes to conduct training courses for prison staff. In general, the major levels of training, provided by training institutes, can be divided into two types:

(i) **Basic Recruit Training:** This training aims at providing new personnel with the basic knowledge and skills for carrying out their duties. The basic recruit training also aims at imparting a sense of professional ethics, conduct etc. The course content for this training includes: basic prison laws, rules, and regulations; correctional treatment programs; counseling skills etc. Other practical skills taught in training programs are self-defense, use of firearms, first aid, foot drill, riot drill, fire drill and so on. According to the questionnaire, we found that all participating countries, except Nepal, have these kinds of training course.

(ii) **Refresher and Developmental Training Courses:** Refresher courses are organized regularly for correctional staff to update their operational knowledge. This also serve to inspire a renewal of interest in their daily duties. Developmental training courses for promotional purposes are conducted for selected personnel to give them a thorough grounding in the theoretical aspects of their work. This is to prepare them for a higher level of responsibility.

Apart from the above training courses, in most participating countries, training

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courses relevant to the rehabilitation of prisoners are provided. In Papua New Guinea, the training courses on conflict resolution, and for religious educational instructors and trade instructors, are provided by training institutes. In Thailand, there are training courses on classification, Therapeutic Community and religious activities

In Malaysia, the training courses on crisis management, counseling, Therapeutic Community and handling HIV related prisoners, are provided by a training institute; while training for trade instructors is conducted by the National Council for Vocational Training. Apart from that, opportunities have been given to serving officers to pursue their education of local universities in the areas of counseling, psychology, human resource management etc.

The training institute in Hong Kong runs various development/specialist courses such as Management Development Courses, Hospital In-service Training Courses for Assistant Officers (General and Psychiatric), Detention Center Courses, Drug Addiction Treatment Center Courses, Emergency Services Training Courses and Personal Computer Training Courses, etc.

In Japan, a training institute conducts training courses for psychologists, social workers, religious instructors, vocational trainers in progressive techniques. In the Philippines, there are training course in first aid, counseling and stress management. In Indonesia, the training courses relevant to rehabilitation programs are conducted by outside agencies, such as the Department of Industry, Department of Manpower and Department of Education.

2. Problems

a) *Lack of Systematic Training Program*

According to the survey conducted during the workshop, many countries have held training courses for newly recruited

prison staff and training courses relevant to the rehabilitation of prisoners. However, it was observed that the training programs are not systematic. One of the reasons is that training programs are established without assessing the training needs of the prison staff. Thus, the curriculum of some training programs does not include essential knowledge on the rehabilitation of prisoners, e.g. psychology, criminology, social work, etc.

Moreover, lecturers in the training programs are normally senior prison staff who are not well skilled to be trainers. Mostly, they teach in accordance with their own experience and knowledge, without a full understanding of related theories or concepts. The lack of training assessment and qualified lecturers are the two main factors attributing to the ineffectiveness of treatment programs.

b) *Lack of Proper Guidance to Perform the Job*

In some countries, prison staff who have just undergone basic training are often placed on their own to perform their jobs in prison, without any proper assistance or guidance from the senior or peer officers. Due to the lack of experience and confidence in work, newly recruited prison staff are at risk of being tempted by prisoners and misguided by bad staff.

Since correctional work now requires prison staff to play a greater role than before, improvement in treatment programs will be more complicated. In some countries, prison staff have to perform security tasks as well as rehabilitative tasks. Both security tasks and rehabilitative tasks require high skill and understanding from prison staff, since these tasks sometimes conflict. To secure safety and prevent disturbances in prisons, staff have to carefully supervise prisoners, the rehabilitative task requires prison staff to provide the necessary services to prisoners with understanding. Without

proper guidance, it is difficult for new prison staff to perform their duty professionally and effectively.

3. Countermeasures

a) *Establishment of Systemic Training Packages*

Systematic and standardized training programs are essential and vital for equipping prison staff with necessary knowledge, skill and concepts. Such training programs should be job-oriented and useful in helping them discharge their statutory duties effectively.

In order to provide systematic training programs, it is suggested that the training package should be developed by assessing the training needs of prison staff at different levels and in different fields. After assessing the training needs, the curriculum of the training program should include subjects for enhancing staff performance, skill and concepts relating to the rehabilitation of prisoners, e.g., criminology, psychology, social work etc.

The training package should also include a training manual providing the method of teaching, and a presentation of the course content from the trainer which provides the method of teaching and the presentation of the course content. The training manual will assist the trainer, as well as the lecturers, to conduct the training program consistently from one trainer or training center, to another. The adoption of a standardized and systematic training package will improve the standard of training programs and guarantee that trainers will deliver the necessary knowledge and skill to trainee constantly.

b) *Development of 'On The Job' Training*

It is suggested that newly trained staff are, when possible, given on-the-job training so as to promote their skill and experience. Well structured on-the-job training will protect prison staff from the bad influence of prisoners and improper

guidance from more experienced prison staff who have misconceptions about correctional work, as well as improve their understanding of their roles.

On-the-job training courses conducted in some countries like Hong Kong may be considered and applied. In Hong Kong, the correctional Services Department provides in-service training sessions for serving staff once per week in order to update their knowledge on laws, rules and regulations, operational duties and treatment programs etc. The officers also take the opportunity to discuss among themselves ways to promote the effectiveness and efficiency of the correctional work in their institutions. This kind of training is organized by the Staff Training Committee of the respective institutions, with close monitoring by senior officers and assistance from the Regional Training and Liaison Officers deployed from the Staff Training Institute. For officers under probation for a period of 2 years, the Regional Training and Liaison Officers will provide them with guidance and counseling in order to help them cope with their work environment.

VI. CONCLUSION

In conclusion, our group has studied the rehabilitation programs conducted in 17 countries as well as some specific countries, e.g. Finland, Singapore, Philippines, Canada, USA, etc. The rehabilitation programs, which are explored, are as follows:

- The treatment programs to enhance socio-economic ability of prisoners, i.e., prison work, vocational training joint venture schemes and education systems.
- The treatment programs for specific types of prisoners, i.e., prisoners with psychological problems, drug addicted prisoners, sex offenders, violent offenders and organized crime offenders.

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After studying the actual situation for implementing these treatment programs in the 17 countries, we found that most countries sustained prison work and vocational training to rehabilitate prisoners. However, only a few countries could provide special treatment programs for specific types of prisoners in need of rehabilitation. In fact, many countries did not separate the specific types of prisoners from the general prison population. As such, some countries confined drug addicted offenders, violent offenders and sex offenders together in the same correctional institution, without the provision of special treatment programs.

The problem of lack of special treatment programs partly resulted from the lack of specialists capable to implement the treatment programs. The study revealed that the lack of a financial budget was the main reason for this fall short. It was commonly said that countries have budgetary and personnel constraints, so they could not implement any new treatment programs. These problems seem to be the major obstacle for some countries in rehabilitating prisoners and they prevent new kinds of progressive treatment from being introduced.

Nevertheless, our group has identified some countermeasures for such problems. Some countermeasures are proposed by way of securing the rehabilitation ability of prison staff. This means that trained prison staff may be deployed to play these roles. Prison staff do not only play the role of security guards, but also that of the correctional staff who can perform rehabilitation roles and act as social worker or teachers. To play a different role in the rehabilitation of prisoners, prison staff should be trained and equipped with professional knowledge and skills in order to meet the requirements of the treatment programs.

Furthermore, cooperation with outside agencies is another countermeasure

proposed to solve the problem of budgetary constraints. Group treatment programs are also introduced in order to increase the cost-effectiveness of programs. To assure the effectiveness of rehabilitation programs, the following recommendations might be taken into consideration.

A. Necessity of a Classification System for the Rehabilitation of Prisoners

A classification system is a method to investigate the characteristics of prisoners in order to provide them with suitable treatment programs that address their problems. Therefore, without an effective classification system, it will be hard to identify the needs of individuals and to implement treatment programs accordingly. It was also noted that some prisoners need special treatment programs; whereas others may just need general treatment programs like prison work, vocational training and education.

Therefore, it is suggested that prisoners be classified in accordance with their distinctive problems prior to receiving any kind of treatment programs; and should be reclassified after the treatment programs are provided in order to enhance follow up treatment.

B. Combination of Various Types of Treatment Programs for the Rehabilitation of Prisoners

Since the problems of prisoners are complicated, no single treatment program will be applicable to all types of prisoners. In addition, each type of prisoner may need more than one type of treatment program. It is recommended that prison work is necessary for almost all types of prisoners. However, prisoners should also be treated by other programs in accordance with their own needs. Prison officers should consider adopting appropriate treatment programs, or a combination of such, to address the problems encountered by different types of

prisoners, in order to help them rehabilitate.

C. The Importance of the Willingness and Motivation of Prisoners in the Effectiveness of Rehabilitation

The common problem repeatedly identified in this paper was the lack of the willingness of prisoners to participate in the treatment programs. Thus, it is strongly recommended that prison staff encourage prisoners to voluntarily participate in treatment programs. The ways of persuasion may be different from one country to another, depending on their correctional systems. In some countries, incentives, for example, remuneration or wages, can be employed to persuade prisoners. Other countries may persuade prisoners to participate by providing non-monetary privileges, e.g., promotion to a higher class and eligibility for early release, etc.

D. The Importance of Evaluating to Rehabilitation Programs

Despite some countries not having any evaluation systems for their rehabilitation programs, it is considered that these kinds of follow-up measures are necessary and important for correctional administrators to assess the effectiveness of the programs. As such, necessary improvements can be made accordingly.

Finally, we are fully aware that the correctional system in each country is different and distinctive. Some treatment programs may be applicable to some countries, but not to all. Thus, the respective countries may consider the feasibility of adopting the treatment programs as recommended by this report in order to meet their own needs.

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TABLE I
PRISON WORK

	Prison Work		Vocational Training		Joint Venture		
	obliged	voluntary	yes	no	inside	outside	none
Bangladesh							
Botswana							
Fiji							
Ghana							
Hong Kong							
Indonesia							
Japan							
Kenya							
Kiribati							
Malaysia							
Nepal							
Pakistan							
Papua New Guinea							
Philippines							
R. of Korea							
Solomon Is.							
Thailand							

TABLE 2
EDUCATION

	Fundamental level		Advanced level		Illiteracy rate*	
	Int.	F.A.	Int.	F.A.	Male(%)	Female(%)
Bangladesh	Yes	Gov	No	-	50.6	73.9
Botswana	Yes	n/a	Yes	Gov,Pri	19.5	40.1
Fiji	No	-	Yes	n/a	6.2	10.7
Ghana	Yes	Gov,Pri	No	-	24.1	46.5
Hong Kong	Yes	Gov	Yes	Gov,PTA	4.0	11.8
Indonesia	Yes	Gov	No	-	10.4	22.0
Japan	Yes	Gov	Yes	Gov,Pri	-	-
Kenya	Yes	Gov	No	-	13.7	30.0
Kiribati	No	-	No	-	-	-
Malaysia	Yes	Gov	Yes	Pri	10.9	21.9
Nepal	Yes	Gov	Yes	Gov	59.1	86.1
PNG	Yes	Gov	Yes	Gov	19.0	37.3
Pakistan	Yes	Gov	Yes	Gov, Pri	50.0	75.6
Philippines	Yes	Gov,NGO	Yes	Gov,NGO	5.0	5.7
R.of Korea	Yes	Gov	Yes	Gov	0.7	3.3
Solomon Is.	No	-	No	-	-	-
Thailand	Yes	Gov	Yes	Gov	4.0	8.4

Int: Introduction, F.A.: Funding Authority, Gov: Government, Pri: Prisoner(s), PTA: Prison Trust Account, n/a: Not available, *: UN Statistics Division (1995)