

GROUP 2

EFFECTIVE MEASURES FOR YOUTH AT RISK

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I. INTRODUCTION

At the 129th UNAFEI International Senior Seminar, we discussed “Effective Measures for Youth at Risk” under the topic of “Crime Prevention in the 21st Century”. The purpose of the discussion was to suggest possible directions with which the criminal justice agencies such as the police, public prosecutors, judges, probation officers, and correctional officers can work together to improve their effectiveness in dealing with youth at risk in cooperation with the community.

These proposals are the result of the above-mentioned discussion and were also facilitated by the ardent efforts of each participant and precious advice from the Professors of UNAFEI.

II. BACKGROUND

Urbanization has given rise to many crime-related factors such as a weakening sense of community among residents, greater anonymity and more “blind spots” in urban areas. The crime situation in most countries has reached alarming proportions with an increase in crime committed by foreign visitors and street crimes, while the crime deterrence function of our society has decreased in recent years by a weakening sense of community.

In the background of the recent strict view towards Juvenile delinquents, we should realize that community residents often live in fear of becoming victims of juvenile offences and victims and their relatives often have complaints about the juvenile justice system. In order to respond to those needs, we need to promote a new way to take into consideration the victims’ feelings and the situation in the community.

The prevention of disorderly behaviour by juveniles in public places is also a matter of considerable importance in many local areas in contemporary societies. To prevent this kind of disorder, we need skilled mediators who are respected both by the juveniles and by the residents themselves.

Many countries have long been plagued by juvenile misconduct. Although much has been said and debated, the issue has not received its due attention. The problem of misconduct among juveniles is reported to be on the increase. The actual number of cases is estimated to be much higher than that reported. Many factors have been found to correlate with the delinquent behaviour of juveniles. Below, some of those factors are discussed.

A. Individual Factors

Individual factors, namely, attitude, mental and physical health problems, a low level of education, the inability to cope with stress and to solve problems and drug abuse are contributing factors to social deviance among adolescents. Adolescents require guidance and support in the process of developing their identity and to determine their goals in life. Self-esteem is a judgment that individuals make about themselves.

Individuals with low self-esteem are not confident in their own abilities and have problems coping with day-to-day challenges. Individuals who perceive themselves negatively are more prone to participate in delinquent acts. Poverty is also connected with criminal misconduct. The strain of financial burden is often used as an excuse by offenders to commit crimes such as theft, snatch thefts and housebreaking.

B. Family Factors

Family interaction is one of the factors that cannot be ignored in any effort to understand juvenile delinquents. The family is the institution that determines what sort of individual a child will grow up to be and how they cope and react in their social life. So factors, such as poor attachment with the family, non-involvement of family members and a poor parent-child relationship are among the strongest predictors of delinquency.

Many parents of today are distressed and confused. Consumer goods and services are psychologically and professionally marketed so that parents are compelled to purchase them or subscribe to their services. They are persuaded by the marketing strategies that they need them for the well-being of themselves and their families. Hence, parents feel that they have to earn more to purchase the goods and services. As a consequence, they are stressed out and have little time to give love and attention, to communicate, to discipline and monitor their children. While the children want the goodies, they also need love, attention and training.

Marital break-up also plays an important role in predicting delinquent behaviour as it is found that more delinquent adolescents come from divorce or broken families. The stress of divorce or separation on the remaining parent, usually the mother, may cause conflicts between them and their children. This group of divorced women tend to experience problems as a result of reduced social support, financial difficulties, and the lack of relief from household tasks which causes a deterioration in their parenting skills. Children from non-intact families receive less supervision, thus their social bond to either parents or school are not readily developed and they are more prone to becoming delinquent as a result of it. Loss of either one parent through divorce will mean the loss of a trusting relationship in their life and adults and such children are at risk of being influenced by other external factors.

The size of the family residence is another contributing factor to juvenile misconduct. Physical conditions such as living in poor and overcrowded homes complicate the situation. Parents with more children experience greater stress, face difficulty in disciplining them and their children receive less supervision. A majority of social degradation cases among adolescents are those who live in small and overcrowded homes which have an insufficient number of rooms. The discomfort of living in such a residence causes the occupants to seek comfort outside the home, particularly in shopping complexes and places of entertainment which encourages them to mix among other adolescents.

C. Environmental Factors

The environment refers to a wide area. With regards to school experiences, factors such as school failure and the individual's poor commitment to education goals have been implicated as contributing factors towards the development of juvenile delinquency. Those who have poor reading skills, lack social skills to meet classroom demands and to form peer relations, fail in school and become alienated and hostile to the school system are more likely to play truant and leave school early.

Peer group influence is another contributing factor to social deviance among juveniles. The urge to try something new and provocation from the peer group often results in the juvenile being involved in criminal activities. The habit of imitating a certain culture for example the 'Punk' and 'Skinhead' cultures, without evaluating the good and bad of the culture concerned, can also lead juveniles to involve themselves in social deviance. In the process of searching for their self-identity, Juveniles make mistakes in their choice of a role model. They are more inclined to be influenced by their peer group and treat advice and criticisms from their family as something that restricts and bores them.

With the advancement of mass media, which includes the electronic media and printed material, most individuals are exposed to media influences and rituals that are difficult to exclude from our daily lives and this is especially true for juveniles who are still exploring and questioning the world. The media has a strong effect on juveniles' behaviour mainly due to their lack of mature understanding of what they see on television. They tend to be more easily influenced and it has been found that watching violent films increases the aggressiveness of juvenile delinquents. Television and the internet expose children to all kinds

of experiences and values. Where the parents are busy, children have more contact hours with the television and the internet than with their parents and siblings. As the television programmes are produced to attract an audience, children are therefore more attracted towards the values portrayed in the programmes and computer games than those of their parents.

The neighbourhood climate also has an effect on juvenile delinquency. Living in an environment with unhealthy social circumstances can lead to the development of delinquent acts by those around them, because such unhealthy ways of life could be considered as a means of releasing anger and dissatisfaction towards authority or even to themselves.

III. EARLY INTERVENTION FOR YOUTH AT RISK

The problems of juvenile delinquency need to be addressed early. This is necessary as it is becoming a high frequency problem and such individuals are known to have a higher risk of committing more serious crimes in the later years. As such, strategies for intervention and especially for prevention, need to be looked at.

Intervention will mean doing something to the adolescent or to the adolescent's family after the adolescent has been identified to have demonstrated the problem behaviour. If Juveniles make risky lifestyle and routine choices, they are regarded as those who are at particular risk of delinquency. There could be some merit in trying to identify this group and giving them and their parents' appropriate advice and help.

The objective of intervention in an adolescent with delinquent problems is also to prevent the chance of repetition and its progression towards more serious crimes.

A. Educational Initiatives

1. Education of Youth (Juveniles)

(i) Talks to schoolchildren

To stimulate interest and instil awareness about social deviances, talks about the dangers of drug abuse, involvement in criminal activities, etc. should be given to children in schools. Schoolchildren should be provided such skills as anger management and problem-solving skills in a non-violent way. This can avoid bullying cases.

Truancy is one of several social problems. It needs to be treated at its root cause. Eradication of truancy needs a long-term approach — that is prevention and intervention. The measures taken to control truancy require the assistance and cooperation of various parties including education, welfare authorities, community and NGOs. Reducing truancy will help reduce juvenile delinquency.

(ii) Counselling/Mentoring

Counselling activities should also be provided to solve individual delinquent problems, e.g. increasing the delinquents' self-esteem. This includes working with the family through regular family therapy sessions. The delinquent will need to feel accepted again, not only by the immediate family but also by society. Helping the delinquents work towards independence and self-esteem and to be able to find a reasonable job once they leave home should be the target, even if the family continues to reject them.

Fostering an adult mentor is also a useful way of limiting the involvement of delinquency. "Big brothers and sisters" programmes are widely known in Japan and have shown the effectiveness of mentoring in building protective factors in young people.

2. Educating Parents

(i) Parenting skills

Knowledge and skills for positive parenting will help raise children soundly and enable them to acquire the ability to be law-abiding persons. Unfortunately those parents who attend parenting courses are those that are doing relatively well in their task as parents. Those who need the knowledge and skills are staying away.

(ii) Counselling skills

Social problems and juvenile delinquency have their roots in the home. Counselling of students without involvement of parents is likely to be ineffective especially if the values upheld at home differ from those in schools.

(iii) "Moral Education" of parents

Criminal and anti-social parents tend to have delinquent and anti-social children. Children follow the model they see in their family. In some cases, we can see one or both parents with bad habits and behaviours such as alcohol problems, drug abuse and domestic violence. Because of such parents, children have a tendency to follow or imitate those bad habits.

3. Educating the Community

(i) Emphasis on poor areas

Generally speaking, being poor and criminality have some correlation. While an effective social welfare policy is required to financially assist people in poverty, we should pay more attention to promote integration of juveniles into society and avoid stigmatization. For example, Japan was successful in overcoming serious problems of juvenile delinquency in the chaotic and poor period just after World War II. During that period, there were campaign activities under the auspices of the Ministry of Justice in which people in the community actively participated in helping juveniles' sound development. The purpose of these activities was to warm-heartedly accept juveniles who committed delinquent acts and promote their rehabilitation with the assistance of people in the community.

(ii) Providing criminal data to the community (by the police)

Paying due attention to the victims' rights, the identification of areas where crimes are being committed is channelled through the committee to promote awareness of people in the community.

(iii) Providing "Moral Education" for schools

Schools are supposed to play a key role as a liaison in the community, because the majority of juvenile usually go to school, especially elementary and junior high school. When juveniles are in school, there are many opportunities for relevant agencies to have direct contact with them, such as police officers delivering so-called "Safety Classes" to them.

Moral education in schools is very important for the sustainable sound development of juveniles; however, school teachers do not have enough resources and knowledge. In those circumstances, it is very effective for the police, religious groups and welfare organizations to provide such resources for children in elementary, junior high and high schools.

B. Implementation of an Education Programme

1. Use of Government Resources

Government institutions have many professional personnel such as psychologists, social workers and counsellors. It is cost-effective to utilize such professionals who have gained relevant experience and knowledge in their daily work, because we can avoid hiring new professionals.

2. Revitalization of the Community

There is a necessity for the socio-economic integration of youth at risk into the community. Sometimes financial assistance from the private sector such as the "Godfather" Programme in Panama should be utilized to successfully integrate youth at risk into the community.

3. Cooperation with NGOs

Non-Government Organizations which are involved in youth programmes have to work closely with government agencies to assist in conducting research and surveys as they have financial resources.

4. Cooperation with Religious Institutions

In some countries, religious institutions such as the Catholic church, Buddhism and Islam are a big help for juveniles, because they give them informal education outside of schools. For example, in Malaysia, religious groups conduct short courses to enrich their fundamental knowledge about religion and moral education.

C. Implementation of Early Identification of Juvenile Delinquents

There are several different ways of implementing early identification and intervention of juvenile delinquents such as:

1. Police patrolling late at night especially “hot spots” such as amusement areas on foot, by motorcycle, bicycle and boat in order to prevent crime.
2. Police/Prosecutors visiting “problem schools”, with the permission of school principals.
3. Deployment of school councillors to (elementary) junior high schools to provide advice to teachers and counselling to juveniles and their parents.
4. Tackling truancy with the assistance and cooperation of various parties including schools, welfare authorities, community, religious institutions and NGOs.

D. Advantages of Early Intervention

Early intervention with families can be implemented by:

1. Maintaining active participation in education and employment.
2. Keeping focus on their peer group.
3. Providing drug treatment.
4. Incorporating various cognitive behavioural and skill oriented techniques.
5. Passing all relevant knowledge from the government to the community to facilitate information flow.

Early intervention “works”, because it diverts attention away from the narrow issue of crime. However, it should be noted that intervention has to focus not only on juvenile delinquents but also their families. The government seeks to redistribute its resources to children and families who are often struggling with disadvantages. Early intervention is a concrete, promising way to deliver needed services where none now exist.

IV. THE ESTABLISHMENT AND MANAGEMENT OF A FLEXIBLE DISPOSITION AND TREATMENT SYSTEM/MEASURES TO TACKLE JUVENILE DELINQUENCY

There has been a traditional and strong recognition that juveniles who have committed very serious crimes should be held accountable in the same way as adult offenders. Since there is a notion that seriousness of delinquency gradually advances, we should effectively intervene at the early stage of delinquency, before they are committed to prisons just like an adult. For offences committed in the early stages of delinquency, the delinquents are often not tried and no action is taken. In regard to offences where correction in society is feasible, the offenders are basically given community-based treatment. It means that various flexible measures and dispositions should be discussed. Especially, focus is placed on educating offenders, while due attention should be paid to the victims’ feelings and/or damages.

A. Juvenile Justice System

There are many different types of juvenile justice system in the world which are influenced by the criminal justice system in each country. For instance, in Zimbabwe only serious crimes are referred to the public prosecutors by the police, on the recommendation of the Welfare Officers. In general, there are four stages of law enforcement in the juvenile justice system.

1. The police are a formal institution when a delinquent juvenile faces the legal process for the very first time, which will constitute whether the juvenile should be released or face the next process.
2. A Public Prosecutor and/or Probation system will decide whether the juvenile should be released or face the juvenile court.
3. Juvenile court (Family court) is the stage where children will be placed in options, whether he/she will be free or put under correctional treatment or Community-based treatment.
4. Institutional treatment or Community-based treatment.

“Juvenile” is any person who is under the age of 18 years old in most countries, except Japan in which it is designated as anyone under 20 years old. In most countries, the Family (Juvenile) court has jurisdiction over juvenile delinquent cases, except for Laos where the ordinary criminal courts handle juvenile delinquent cases. The age of criminal responsibility varies among the Group’s countries. The minimum age of criminal responsibility is fifteen both in Indonesia and in Laos, although it is only seven in Zimbabwe. It is fourteen in Japan and Panama, and ten in Malaysia.

Court Disposition

• *Indonesia*

Juvenile Court

- (i) Sent back to parents or their family
- (ii) Sent to a government institution without any sanctions

For serious crime

- (i) Criminal sanction (Imprisonment, detention, fine, supervision)
- (ii) Sent to the state in order to receive education (Delivered by the Social Department) or other society organization in the field of education and training

• *Japan*

Family Court

- (i) Dismissal without/after the hearing
- (ii) Protective Measures by Family Court
 - Probationary Supervision
 - Commitment to Support Facilities for the Development of Self-sustaining Capacity, etc.
 - Commitment to Juvenile Training School
- (iii) Referral to the Chief of Child Guidance Centre
- (iv) Case is sent to the Public Prosecutors

• *Laos*

Criminal Court (Family and Children Department)

For serious crime

- (i) Probation
- (ii) Imprisonment

• *Malaysia*

Court for Children

- (i) Admonish and Discharge
- (ii) Sent to an approved school
- (iii) Discharged on condition of good behaviour
- (iv) Order the child to be placed in the care of a relative or fit person
- (v) Whipping, if male, with not more than ten strokes of a light cane
- (vi) Imprisonment (fourteen or above)

• *Panama*

Juvenile Court

- (i) Supervision order
- (ii) Community activity order
- (iii) Imprisonment

• *Zimbabwe*

Juvenile Court

- (i) Order of community service
- (ii) Whipping (male)
- (iii) Sent to reformatory school

All cases are referred to the Public Prosecutor by the Police on the recommendation of the Welfare Officer.

B. Necessity of Flexible Disposition

As shown above, it seems that it is not uncommon that a criminal penalty is imposed on delinquent juveniles. In addition, recently, policies designed to increase criminal punishment of juvenile delinquents have been demanded in the media or by the public, especially by victims of juvenile crimes, because juvenile crimes have been increasing and become more brutal in most of our countries.

However, modern criminal laws have provided various flexible dispositions as well as punishing juvenile offenders who commit offences. Flexibility of disposition has the following advantages. For example, when we give juveniles community service orders, they can avoid stigmatization and also continue to live a normal life at home. In other words, this kind of flexible disposition enables the juveniles to keep their jobs. And in

their free time they work for the community. Under the supervision of psychologists or counsellors, with the consent of parents, juveniles increase their self-esteem and feel a sense of belonging in the community. A flexible disposition can avoid overcrowding in prisons and is often less costly than imprisonment.

This encourages a process of behavioural changes; helps juveniles feel accountable for their actions and fosters integration rather than alienation, avoids involvement of the formal court system and places importance on community-based solutions.

On the other hand, there are disadvantages, when we talk about flexible disposition. Juvenile offenders who are sent back to the community may not regret their conduct unless they are aware of the purpose and significance of this disposition. Sometimes, victims complain, if they are not made fully aware of what a flexible disposition is. These disadvantages should be carefully considered in administering a flexible disposition. A Flexible disposition is emphasized in the United Nations Standard Minimum Rules.

United Nations Standard Minimum Rules for the Administration of Juvenile Justice (“The Beijing Rules”), G.A. res. 40/33

Article 18

A large variety of disposition measures shall be made available to the competent authority, allowing for flexibility so as to avoid institutionalization to the greatest extent possible. Such measures, some of which may be combined,

Include:

- a) Care, guidance and supervision orders*
- b) Probation*
- c) Community service orders*
- d) Financial penalties, compensation and restitution*
- e) Intermediate treatment and other treatment orders*
- f) Orders to participate in group counselling and similar activities*
- g) Orders concerning foster care, living communities or other educational settings*
- h) Other relevant orders*

When we think about a flexible disposition, this large variety of disposition measures and their combination are good examples.

C. Diversion

As mentioned above, a get-tough policy should not be applied to all juveniles, because there might be a good chance of reformation and they should not be subject to adverse effects of incarceration in prison. Except for cases in which imprisonment is unavoidable due to the seriousness of the offence, alternative measures such as commitment to an approved school or community-based treatment programmes should always be sought. A flexible disposition will help juveniles acquire necessary education, knowledge and skills and promote reintegration into society without being labelled as a criminal offender.

Diversion is a typical form of flexible disposition. The definition of “diversion” has different meanings in different countries. In this report, we define it as treating juvenile delinquents in a different way outside a formal criminal justice system, referring to the United Nations Standard Minimum Rules for the Administration of Juvenile Justice (“The Beijing Rules”), G.A. res. 40/33.

Article 11

- 11.1 Consideration shall be given, wherever appropriate, to dealing with juvenile offenders without resorting to formal trial by the competent authority.*
- 11.2 The police, the prosecution or other agencies dealing with juvenile cases shall be empowered to dispose of such cases, at their discretion, without recourse to formal hearings, in accordance with the criteria laid down for that purpose in the respective legal system and also in accordance with the principles contained in these Rules.*
- 11.3 Any diversion involving referral to appropriate community or other services shall require the consent of the juvenile, or her or his parents or guardian, provided that such decision to refer a case shall be subject to review by a competent authority, upon application.*

There are different processes of diversion in our countries. For example, the police in Malaysia, Indonesia, Laos and Zimbabwe can give juvenile delinquents a caution, if necessary. Diversion by public

prosecutors and judges by way of caution is carried out in Indonesia, and Zimbabwe. On the other hand, in Japan all juvenile delinquency cases must be referred to the Family Court by the Public Prosecutors or by the police. This is based on the principle that the Family Court shall play a pivotal role in the juvenile justice system. However, more than 70 percent of cases are dismissed by the Family Court.

The diversion procedure varies in each country as follows.

(By the prosecutor)

Sent back home subject to certain conditions (He/she has to sign a paper three times a week in the prosecutors' office. He/she is prohibited from going to bars, discos and must be home at 6 pm. This diversion is implemented in Panama.)

(By the court)

Community Service order by the Family court in Panama, by Juvenile court in Zimbabwe.

Sent back to parents or family or government institutions without any sanctions in Indonesia.

As mentioned above, in Japan, the majority of juvenile delinquency cases are dismissed by the Family Court.

(By others)

Mediation between juvenile offenders and victims by the Lao women's union and Lao youth union. It is used only when a young person under the age of eighteen years has admitted he/she committed an offence or has been found guilty of committing an offence.

V. EFFECTIVE INSTITUTIONAL TREATMENT FOR JUVENILES

A. Core Treatment

The main purpose of institutional treatment is to rehabilitate the juveniles by solving their individual problems and by developing a positive attitude toward their life, in order to develop a stable life and live independently in the community in a more socially acceptable way. Considering the needs of juveniles, intensive treatment should be provided, based on the special knowledge and skills of psychology, sociology, pedagogy, medical science, etc.

Japan has thirteen different types of treatment courses in Juvenile Training Schools (JTS). At the family court hearing, the court specifies the type of JTS and sometimes makes recommendations for the length and/or contents of the treatment programmes if it is deemed necessary and appropriate for the juvenile. In addition, the Juvenile Classification Home sends detailed recommendations concerning the individual treatment to JTS based on the results of the classification. Correctional education of JTS consists of social education, guidance, vocational training and medical treatment, all of which are organized in the individualized treatment scheme.

Malaysia has three categories in the Juvenile Rehabilitation Module: rehabilitation of students below the age of 18 years, rehabilitation of students above 18 years and rehabilitation of those without basic education. The purpose is focused on attitude building and knowledge and skills development as the core objectives through a religious approach, moral and civic awareness, counselling, nationalism and co-curricular activities to ensure their rehabilitation.

In Panama, according to Law 40, the core treatment is re-socialization of the juveniles, based on psychological studies, regular studies and recreation for the juveniles.

Zimbabwe has several types of core institutional treatment for juvenile offenders such as carpentry, knitting, sewing and farming. Laos has similar programmes such as education, vocational training and medical treatment for drug and alcohol problems in detention centres for juvenile delinquents. Indonesia has a mentor programme and also medical treatment for drug abuse juveniles in detention houses under the supervision of welfare officers.

B. Operational Problems

Malaysia, Indonesia and Panama have a shortage of professional human resources, especially counsellors and social workers. Malaysia also has overcrowding in their prisons and does not have enough school teachers and sufficient support from parents/guardians.

Zimbabwe and Laos have difficulties in financing institutions for juvenile offenders and purchasing necessary materials for institutional programmes.

C. Effective Measures

Individualized treatment corresponding to the juveniles' own characteristics and problems should be developed, as it has been done in Japan.

To implement effective institutional treatment for juveniles, the support and involvement of their family, such as once-a-week visits to them is crucial. Volunteers from the community such as religious chaplains and experts of various fields will help the juvenile's smooth rehabilitation.

Although implementation of the above-mentioned treatment needs extensive human and financial resources, progress has been seen in most countries. For example, increasing the budget allocation for the institutional treatment of juvenile offenders led to significant progress in Zimbabwe.

D. The Smooth Transition Back into the Community from Institutions

In terms of their adjustment to society, smooth transition programmes are indispensable in institutional treatment, especially for juvenile offenders who need special rehabilitation programmes due to the complexity and seriousness of their problems, resulting from the gravity of their delinquency. For example, a weekly-visit is effective in helping juveniles to adjust to society after their release. If the institution provides information regarding juvenile offenders to probation officers to start environmental adjustment, such as their relationship with their family or guardians at an earlier stage of the institutional treatment, it could make the institutional treatment of the juvenile more effective. In addition, effective institutional treatment of juveniles should require the understanding and cooperation of people in society. We should develop transition programmes which involve those who are very knowledgeable about juveniles such as teachers and neighbours, in addition to their parents. Sending juveniles to a private company or a public service in a vocational training programme and any other community-based programmes will promote a smooth transition into the community after their release from the institution.

VI. EFFECTIVE COMMUNITY-BASED TREATMENT FOR JUVENILES

There are many juvenile delinquency problems not only in our countries, but all over the world. However, the causes of each case are different. In the context of the sound growth of juveniles/youth, it is not effective to deal with them only by a single government organization such as the police, schools and so on. Many government organizations both at the national and a prefectural/provincial/state level should share information regarding juveniles/youth at risk. It means that an integrated approach (multidisciplinary approach) for youth/juveniles at risk must be taken with the cooperation and collaboration of multiple agencies such as the criminal justice system, schools, welfare services, hospitals and others.

But even though relevant agencies focus on the role of the community in terms of crime prevention, most local residents may not be willing to be engaged in juvenile crime prevention activities in the community.

A. Types of Community-based Treatment

Zimbabwe has some programmes for the prevention of pre-delinquency such as knitting, welding and agriculture supported by the Ministries of Social Welfare and Youth, UNICEF and Non-Government Organizations (NGOs). One of the programmes implemented and monitored by the Ministry of Social Welfare of Malaysia is the District Children Welfare Committee. Throughout Malaysia there are 110 such committees with 1430 members (volunteers). Among the role and responsibilities of the committees are to assist in getting adoptive parents and guardians for juveniles under supervision, training and job offers for juvenile delinquents and to encourage the involvement of the community in crime prevention and juvenile welfare. There are also eleven Probation Hostels in Malaysia, in which two are community based. The only way an individual juvenile can be placed in this institution is by a court order. The main objective is to educate the juvenile to develop a positive attitude towards life, develop a stable self and to prepare them to live independently in the community in a more socially acceptable way. Structured activities are designed to achieve these objectives whilst living in these institutions which include academic education, moral and religious education, vocational training such as carpentry, welding, hair dressing, motor mechanics, etc., and sports and counselling services.

In Laos, the Ministry of Labour and Social Welfare has a programme called "Protection of Children" in cooperation with UNICEF. The Lao Youth Union has a programme "For Children Development" in

cooperation with UNICEF and the Ministry of Justice has a programme called “Legal Protection and Justice for children” in cooperation with the UK NGO, “Save the Children”.

In Indonesia, Pre-delinquent juveniles are supervised by the Social and Welfare Ministry with the cooperation of an NGO.

In Japan, the Family Court can put juveniles on probationary supervision as a protective measure instead of committing them to JTS. In addition, juveniles who are released on parole, are also put on probation for their smooth reintegration into society. Volunteer Probation Officers (VPOs) who are community-based, carry out the probation/parole supervision and crime prevention activities in collaboration with Probation officers. There are about 50,000 VPOs and they provide day-to-day supervision services in most probationary supervision cases.

B. Problems

There are funding problems in Laos, Zimbabwe and Panama, in terms of finances, materials and human resources. There is a little international assistance to implement local government programmes in Laos. There are shortages of correct statistics and treatment plans for juveniles in Indonesia and Panama and there is a shortage of vocational schools in Malaysia.

We found that in most countries, company owners do not want to hire juvenile ex-offenders as employees and their family cannot control their conduct. Juveniles are likely to have a tendency of repeating the same behaviour patterns instead of quitting them.

Since there are budgetary limitations, the most practical countermeasures will be an approach to make the best use of existing resources; an integrated approach.

C. Necessity of Implementation of an Integrated Approach

Maintaining public safety and order has been primarily the responsibility of the police. The police have been making efforts to harmonize itself with the current severe situation. Besides police efforts, it is necessary and important for effective regional crime prevention activities to produce a sense of community with a common recognition that communities should keep an eye on the youth in their neighbourhood and help raise them. To develop such a common understanding, the establishment of a network for juveniles and an information exchange, on a daily basis, are required among the police, other agencies and community residents.

D. Recent Measures for Effectiveness

There are various effective measures which have recently been taken by most governments.

The Ministry of Youth has a new programme for juveniles in cooperation with universities and juvenile civil organizations in Panama.

The Mayor of Harare formed a committee that is comprised of the police, Ministry of Social Welfare, Ministry of Youth and an NGO in order to solve this problem in Harare, Zimbabwe.

The relevant ministries in Malaysia injected additional funds for the District Childrens Welfare Committee.

The Lao government is supporting the drafting and dissemination of a new law regarding children sensitive investigation procedures.

The Indonesian government made a treatment plan for the juvenile system in collaboration with an NGO and universities.

The Government of Japan promotes implementation and outreach of a “Support Team” which was described and recommended in the “Action Plan for the Realization of Society Tough-on-Crime” which was adopted by the Cabinet Meeting regarding Measures Against Crime. A “Support Team” is composed of the police, schools, the Board of Education, the probation office (including Volunteer Probation Officers) and

correctional institutions on a case by case basis. It aims at supporting activities in the community to secure deterrence of juvenile crime which needs to be tackled by society as a whole.

VII. FUTURE PROSPECTS

Social deviance among adolescents cannot be separated from the fact that the problem has its source at all levels of community and involves all members of the community. Thus, each programme, module, approach and activity whether in the form of prevention, rehabilitation, policy or social system development, must involve a role that is united, thorough and continuous, requiring the full commitment of all levels including individuals, families, society, social institutions, rehabilitation institutions, non-government organizations, private agencies and the government.

Many new initiatives should be taken by the government, foundations, businesses and non-government organizations to combat juvenile delinquency, youth crimes and unemployment as follows:

1. Emphasis on staff training and development, cross-disciplinary training should be increased.
2. Professional development opportunities for staff and officials at all level of the system including correction officers, police officers, probation officers, social workers and public prosecutors, especially juvenile prosecutors and judges.
3. Overcoming the negative perceptions of juvenile offenders. Negative public reaction to violent offences committed by youths creates great obstacles for them to seek access to community services including education, employment and practical training.
4. Providing public forums that enable young people to tell their stories is an effective way to engage the media, public officials and the public. Public forums can highlight positive outcomes for juvenile delinquents and present them as a part of the general youth population.
5. More extensive diversionary measures with more respect for victims should be discussed in the criminal justice system.
6. Institutional vocational training education programmes should offer training only in occupations and industries for which there is current and projected future demand in the country. Efforts to reach out to employers should also extend to public sector employers and small and medium businesses.
7. To ensure that the necessary community based services and support for juveniles are available and accessible in the community.
8. Youth correctional facilities, local workforce development, education and youth development providers should work closely together to connect youth to appropriate services prior to their scheduled release date.
9. Identifying adequate resources. Policymakers should be informed about the outcome of effective programmes and the cost savings they achieve. Joint advocacy by juvenile justice, workforce development, and most particularly the business community may increase resources.
10. Develop common understandings and goals and desired outcomes through a multi-disciplinary approach involving law enforcers, educators, judiciary, social workers, correction officers, community-based organizations and non-government organizations.

Prevention of crimes committed by juveniles is a critical task to be tackled in our countries facing the difficulties of limited financial and human resources. Each country has taken various measures as mentioned above. The government should put an emphasis on implementing effective early prevention measures; executing criminal justice procedures with more extensive diversionary measures including more respect for victims; and promoting re-integration of juveniles into society with any court disposition. In addition to the above mentioned, an example of an integrated crime prevention and criminal justice policy is the formation of a legislative board, such as the "Youth Justice Board (YJB)" which was established by the Crime and Disorder Act in 1998 as a permanently funded public body mandated to prevent crime and re-organize the youth justice system in the UK. Crime prevention is a permanent part of the youth justice structure of each country.