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PERSONNEL

SELECTION AND TRAINING OF CORRECTIONAL
SERVICE PERSONNEL IN JAPAN

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In accordance with the tradition of past Congresses, it has been possible to secure the co-operation of certain national prison administrations for the printing of documentation for the First United Nations Congress on the prevention of crime and the treatment of offenders, which is from an historical point of view the Thirteenth International Penal and Penitentiary Congress. Thus the present report has been generously printed by the Federal Bureau of Prisons of the United States of America, in the prison printing plant at Leavenworth, Kansas.

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I. Categories of personnel.

In Japan correctional institutions for adults comprise the prison, the medical prison, the detention house and their branches.

The staff of such institutions and that of juvenile prisons, reformatories, juvenile classification homes, etc. belongs to the correctional service establishment and they are interchangeable. They are civilians and part of the national civil service establishments. Owing, however, to the special and difficult nature of its duties, the correctional staff, like the police, is paid according to special correctional salary scales. In institutions for women, the majority of the staff is female and one of the wardens of a women's prison is a woman.

The personnel of the correctional institutions includes secretaries of the Ministry of Justice¹, technical staff of the Ministry of Justice, instructors of the Ministry of Justice, junior clerks and auxiliary workers, and there is a fixed number of posts for each of these categories.

In view of their duties in direct contact with inmates, a special rank system has been established for the personnel classified as secretaries of the Ministry of Justice. Ranks, as indicated on their uniforms, are as follows: Correctional superintendent, chief correctional officer, assistant correctional officer, chief guard, assistant chief guard, guard sergeant, and guard. Assignments to positions and duties are made according to these ranks; the correctional superintendent or the chief correctional officer is named director of an institution, the assistant correctional officer is named departmental chief, the chief guard is assigned as section chief, and the guard directly takes care of inmates, while the guard sergeant supervises the guard.

(1) Certain categories of public service personnel in Japan are called Secretaries in every grade.

The technical staff of the Ministry of Justice includes industrial technical workers, medical workers, classification clerks, etc. The wardens of medical prisons are physicians. The chief of the medical department or section is a medical officer and the chief classification clerk is in charge of the classification office. Some of the medical officers, dentists and mental pathologists are part-time workers.

Instructors of the Ministry of Justice are generally assigned to juvenile institutions. As specialists in education they have gradually come to be assigned to prisons for adults as well. As a result of the separation of the state and religion the post of prison chaplain was abolished in 1946, and this work is now entrusted to non-governmental religious bodies.

Junior clerks and auxiliary workers are chiefly employed in simple work under the orders of superior officials.

II. Selection and appointment of personnel

A. The Ministry of Justice selects and appoints the staff. The Minister appoints only higher officials personally and delegates the appointments of the subordinate staff to the district supervisors and directors of correctional institutions. The directors of institutions appoint the guard sergeants, guards, junior clerks and auxiliary workers. Staff promotion is done by the same authorities. In order to obtain promotion, secretaries of the Ministry of Justice below the rank of assistant correctional officer must have completed the course of training in a Research and Training Institute for Correctional Officials and they must have been reported upon favourably during a prescribed period.

B. The staff is selected as a rule by competitive examination. This condition can be waived in exceptional cases only.

The procedure for, and the contents of, the competitive examination and the procedure for appointment to the post of guard are as follows:

(1) The Examination Board

- (a) There are five members.
- (b) One member, the warden of the prison or the detention house is chairman.
- (c) The other members are appointed by the chairman from among the chiefs of departments and sections.

(2) Qualifications

The applicant must be between 20 and 35 years of age and must have completed the course of the new-system high school or received an education equivalent to or exceeding this standard. In the case of persons who have served as correctional officials, the age limit may be waived.

(3) Date and place of the examination

- (a) Examinations are held when there is a vacancy for the post of guard.
- (b) Examinations are held in the prison or the detention house in which the vacancy has occurred.

(4) Subject

- (a) The examination includes a physical examination and an examination in certain subjects and a character test.
- (b) In the physical examination the mental and physical conditions of the candidate are examined by a medical officer.
- (c) Candidates who pass the physical test are examined in the Japanese language, composition, mathematics and general aptitude.
- (d) The character test applies only to the candidates who have passed the written examination. The candidates ability, moral character, mental qualities, language and attitude are observed in order to determine his suitability for the post of guard.

(5) Appointment

Candidates are appointed in accordance with the marks received in the examination.

(6) Supervision of examinations

The supervisor of the Correctional District conducts the examination and sees to it that it is carried out fairly.

(7) Probationary period

Persons who have been selected for appointment receive probationary period of six months. They cannot take up regular duties before completing the course of training.

A candidate seeking employment as technical worker or instructor must submit a school certificate showing that he has acquired the necessary technical knowledge or prove that he has had experience of the work in question for more than four years.

III. Status of personnel

The status of the personnel of the correctional institutions is the same as that of the national public service personnel in general, but its members are not permitted to form or join trade unions. On the other hand their pay is slightly higher than for other national public service staff. They are provided with official living quarters and may be required by the warden to live in. Those who serve in a district where the climate is severe are given cold climate allowance and a coal allowance. Uniforms are supplied or lent to the personnel below the rank of chief guard, while chief guards and above must buy their uniforms themselves. Junior clerks or auxiliary workers do not wear uniforms. In this category there is no age limitation for the personnel. Officials ranking below chief guard may receive retirement pensions after 12 years of service and those ranking above assistant chief guard may receive pensions after 17 years of service. Retirement is provided earlier than is usually the case for national public service personnel. The minimum pension consists of one third of the salary at the time of retirement. A lump sum is paid by way of superannuation to members of the staff who have served for three years or more but not long enough to be entitled to the ordinary pension. The lump sum is equal to the amount of the monthly pay at the time of retirement multiplied by the number of years of service.

As for welfare facilities for the personnel, mention should be made of the Prison Service Mutual Aid Association, which is one of the national public service personnel's mutual aid associations. Under this association medical treatment is free of charge to staff members and at half rates to their dependents. Bath-houses, co-operative stores, barber shops, laundries, etc., are also provided.

The correctional personnel is covered by the relief and compensation system for the staff of the Ministry of Justice.

The maximum compensation which may be given under this system is one million yen. There is also a system of official commendation of the staff of the Ministry of Justice for those who do their duty at the risk of their lives. For death, injury or sickness incurred on duty, compensation is paid under the National Public Service Personnel Accident Compensation scheme.

Benefits include medical treatment, convalescence, physical handicap, death and funeral for the person or his family.

Security staff work 51 hours a week and the other staff, 44. There is an annual holiday of 20 days. Some of the guards work by day, others work day and night and are entitled to one day of rest after 24 hours of duty. Duty hours are organized so that five persons take charge of four posts during the day time, each resting in turn so that after two hours there is a 30-minute rest. At night two persons take charge of one post and rest alternately for one or two hours. Such duty is however strenuous especially for those who serve day and night and an increase in staff is deemed necessary.

Disciplinary punishment comprises dismissal, suspension from office, reduction of pay and reprimand. Sanctions are imposed under the authority of the Minister of Justice. Dismissals only are effected by the Minister and the other sanctions are applied by the supervisor of the Correctional District and the director of the main institution. The correctional personnel has a guaranteed tenure like the staff of the other national public services. When a member of the personnel is to receive disciplinary punishment he is sent an explanatory note before the disciplinary action is taken. He may appeal to the National Personnel Authority, and may be present at the hearing or be represented by a defense counsel.

IV. Training of personnel

The training of correctional service staff includes courses at the Central Research and Training Institute for Correctional Officials in Tokyo and District Research and Training Institutes for Correctional Officials in all the localities where there are correctional district headquarters.

(1) Staff training during the probationary period

The District Research and Training Institutes for Correctional Officials give a primary course:

(i) This course is given to secretaries and instructors on probation.

(ii) The period of training is generally four months.

(iii) The subjects taught are: constitutional and administrative law, the penal code, the code of criminal procedure, prison law, the progressive treatment ordinance, the social sciences, logic, etc. Practical exercises are held.

(iv) Credit for this training is given on the basis of daily marks and the results of the final examination.

(2) Training for staff already in service

The District Research and Training Institutes for Correctional Officials hold a regular course and a supplementary course for this purpose. The Central Research and Training Institute for Correctional Officials hold a regular course and a special course. These courses are described below:

A. The regular course given by the District Research and Training Institutes for Correctional Officials:

(i) The regular course is divided into two parts. The first part is for guard sergeants and guards and comprises education and training necessary to junior staff members. Students are selected by competitive examination. The second part is for the personnel of the reformatory and the juvenile classification office.

(ii) The period of training usually lasts six months.

(iii) The training includes general and technical culture and the subjects are stipulated by instructions of the Minister of Justice. Teaching is by means of seminars, lectures, special lectures and the use of libraries.

(iv) The method of giving credit for the training is the same as for the Primary Course.

B. The supplementary course given by the District Research and Training Institutes for Correctional Officials.

(i) The supplementary course is divided into the common course and the special course in which correctional service staff is trained according to the duties assumed.

(ii) The period of training is two months.

(iii) The subjects, the number of hours, the curriculum, the regular number of students and the method of selection, etc., are determined by the Chief of the District Research and

Training Institutes for Correctional Officials with the approval of the Minister of Justice.

C. The regular course of the Central Research and Training Institute for Correctional Officials.

(i) This course is also divided into two parts. In the first course education and training are given to assistant chief guards and guard sergeants. The students are selected by competitive examination. The second part is for the staff of the reformatory and the juvenile classification office.

(ii) The period of training is usually one year.

(iii) The education and training given, as well as the methods used in this course, are similar to those given in the regular course of the District Research and Training Institutes for Correctional Officials, (IV, A, iii) but they are of a higher standard.

(iv) Credit for training is based on daily marks and on the results of the final examination.

D. The special course of the Central Research and Training Institute for Correctional Officials.

(i) In the special course advanced special knowledge and skills which are necessary for certain duties are taught.

(ii) The period of training is determined by the Director of the Institute with the approval of the Minister of Justice.

(iii) The subjects to be taught are determined in the same manner as those of the supplementary course of the District Research and Training Institutes for Correctional Officials. As a rule, students must submit reports on the subjects in which they receive training.

E. Besides education and training, the Central Research and Training Institute and the District Research and Training Institutes for Correctional Officials undertake research into theories and methods relating to prison administration, detention pending trial and correction in general.

V. Duties assigned to the staff

A. Supervisors

The warden, the chief of a department, the chief of an office, the director of a branch institution, the chief of a section, and

the guard sergeant are supervisory officials. Some of the guard sergeants assist medical workers besides supervising guards.

B. Guards

Guards are responsible for the security of the correctional institution and its inmates and are assigned other tasks in the institution, under the command of their superior officers.

According to the annual statistical report on prison administration the ratio of guards to inmates is one male guard to 7.4 male inmates and one female guard to 2.5 female inmates.

C. The industrial technical workers plan prison work, manage the work shops, supervise and give technical guidance to the inmates under the command and supervision of higher officials.

D. The medical officers are in charge of medical treatment and health administration. Mental pathologists are chiefly assigned to the medical prison but they are sometimes assigned to the ordinary prison; they give treatment to mentally defective and mentally deranged inmates. Guard sergeants and guards who have passed the necessary examinations take care of sick inmates.

E. Classification workers belong to the Classification and Education services and under the orders of higher officials carry out psychological tests for the assignment of work to inmates, designation of cells, education, and diagnosis of social adaptability for the purposes of parole, etc.

The personnel does not only supervise the inmates in their work, education, recreation, etc. and give them guidance, but it also takes an interest in them and encourages inmates as far as possible not to oppose authority.

Résumé

Les établissements pénitentiaires et correctionnels pour adultes au Japon comprennent des prisons, des prisons médicales, des maisons de détention et leurs annexes (appelés ci-après par le terme général "prison"). Le personnel de ces établissements est en général désigné du nom de personnel du service correctionnel, et il a le statut civil des fonctionnaires nationaux de l'Etat.

Le personnel du service correctionnel comprend les secrétaires,¹ les techniciens et les instructeurs du Ministère de la Justice, les clerks et les employés auxiliaires. Les secrétaires du Ministère de la Justice ont le rang de directeur du service correctionnel, de fonctionnaire-chef ou de fonctionnaire-adjoint dudit service, de chef-surveillant, de chef-surveillant-adjoint ou de surveillant. Ces rangs correspondent à la classification des postes respectifs et aux diverses tâches dévolues aux agents du service correctionnel. Les techniciens du Ministère de la Justice comprennent les techniciens d'industrie, médicaux, de classification, etc. Le directeur d'une prison médicale est un technicien. Les prisons pour adultes disposent de plus en plus d'instructeurs du Ministère de la Justice comme spécialistes en matière d'instruction. Le poste d'aumônier des prisons a été aboli en 1946 en raison de la séparation de l'Eglise et de l'Etat. Les clerks de rangs inférieurs et les employés auxiliaires sont occupés essentiellement à des tâches faciles.

Le Ministre de la Justice a le pouvoir de choisir, de nommer et de promouvoir tous les membres du personnel. Sauf dans le cas des fonctionnaires supérieurs, cependant, la nomination et la promotion du personnel sont déléguées aux directeurs des districts correctionnels et des établissements. Les nominations et les promotions sont en principe basées sur des concours ouverts aux personnes qui remplissent certaines conditions. Les techniciens et les instructeurs sont toutefois nommés et promus sans concours. Il en va de même des secrétaires du Ministère de la Justice si les circonstances rendent un tel mode de faire inévitable.

Le statut et la position du personnel du service correctionnel sont en principe similaires à ceux des fonctionnaires de

¹ Les fonctionnaires de toutes catégories au Japon sont appelés secrétaires.

This archiving project is a collaborative effort between United Nations Office on Drugs and Crime and American Society of Criminology, Division of International Criminology. Any comments or questions should be directed to Cindy J. Smith at CJSmithphd@comcast.net or Emil Wandzilak at emil.wandzilak@unodc.org.