

Tackling Youth Crime
Youth Justice Action Plan
2014-2018

Progress Report 2014/2015



AN ROINN DLÍ AGUS CIRT AGUS COMHIONANNAIS
DEPARTMENT OF JUSTICE AND EQUALITY



Irish Youth Justice Service
Seirbhís na hIúirecinn um Cheartas i leith cr. Aosa Óg



An Roinn Leanaí
agus Gnóthaí Óige
Department of
Children and Youth Affairs

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Mission Statement
(Irish Youth Justice Service and Youth Justice Action Plan)

To create a safer society by working in partnership to reduce youth offending through appropriate interventions and linkages between services.

Introduction

This Report outlines the progress made in 2014 and 2015 in implementing the Youth Justice Action Plan (YJAP) 2014-2018. The “Tackling Youth Crime: Youth Justice Action Plan 2014–2018” focuses on children and young people who require targeted, strategic attention because their behaviour has led to their involvement in the youth justice system. The Action Plan sets out a number of specific goals and objectives targeted towards delivering better outcomes for children who get into trouble with the law, and to reduce crime and make communities safer. The Action Plan:

- Builds on the existing community policing partnerships and forums to enhance trust between local communities and their Gardaí.
- Emphasises alternative programmes for young offenders through use of the Juvenile Liaison Officer Scheme and the Diversion Programme.
- Focuses on outcomes-based contracts with community based organisations to help reduce re-offending by young people.
- Ends the practice of sending 16/17 year old boys to St. Patrick’s Institution.
- Prioritises resources based on evidence, research, tracked levels of recidivism and on the voice and experience of children involved in the youth justice system.

The Action Plan identifies specific goals to achieve the commitments set out in the Programme for Government, “Towards Recovery: Programme for a National Government 2011-2016” in the area of youth justice and also forms part of broader national policies, including “Better Outcomes, Brighter Futures - the National Policy Framework for Children and Young People 2014 – 2020”.

This Report sets out the progress made in 2014 and 2015 in implementing the Action Plan under each of its five high-level goals. During this period, significant progress has been made in implementing the Plan. A good example in this regard has been the developments at the Children Detention Schools, which has allowed the practice of detaining under eighteens in adult prisons to substantially end. The Report also provides details in relation to the extension of the Garda Youth Diversion Project Network and evidence-based research carried out which examined links between prolific youth offending and organised crime. This research will provide the foundation for further research as well as for targeted interventions.

The Report also signals the priority actions to be progressed under the Plan in 2016.

An Inter-Agency Implementation Team, which is comprised of senior representatives from all of the key youth justice agencies plus Tusla, is overseeing implementation of the Action Plan. A list of the agencies represented on the Implementation Team and a summary of their role or function in relation to youth offending is included below.

Agencies represented on the YJAP Implementation Team

An Garda Síochána

www.garda.ie

The Garda Youth Diversion Office at the Garda Bureau of Community Engagement is the national office for the management and implementation of the Diversion Programme. The Diversion Programme offers children and young people who accept responsibility for their offending behaviour the opportunity of a caution and referral to a Garda Youth Diversion Project (if one is available in their area) and appropriate supports in order to divert children and young people from committing further offences.

Irish Youth Justice Service

www.iyjs.ie

The Irish Youth Justice Service (IYJS) operates as an executive office located in the Department of Children and Youth Affairs. It has responsibility for leading and driving reform in the area of youth justice. It is staffed by officials from the Department of Children and Youth Affairs and the Department of Justice and Equality.

TUSLA

www.tusla.ie

Tusla, The Child and Family Agency, is the dedicated State agency responsible for improving wellbeing and outcomes for children and ensuring that all decisions affecting children are guided by the best interests of the child. Tusla works closely with IYJS and relevant youth justice agencies to ensure that these responsibilities are met in the case of children who are in trouble with the law.

The Probation Service

www.probation.ie

The Probation Service is an agency within the Department of Justice and Equality, which works with offenders to help change their behaviour and make good the harm done by crime. Young Persons Probation (YPP) is a specialised division of The Probation Service established to work with children and young people aged 12-21 years who come before the Courts or who are in the Children Detention Schools.

The Irish Prison Service

www.irishprisons.ie

The Irish Prison Service operates as an executive agency within the Department of Justice and Equality and deals with male offenders who are 17 years of age or over and female offenders who are 18 years of age or over.

Oberstown Children Detention Campus

www.oberstown.com

The Oberstown Children Detention Campus is Ireland's national facility for the detention of children remanded or sentenced by the criminal courts and is located on a single site in Oberstown, Lusk, Co Dublin. The facility is funded by IYJS and its principal objective, under the Children Act 2001 (as amended), is to provide care, education, training and other programmes, with a view to reintegrating children and young people into their communities and society after their release. The Oberstown Children Detention Campus is the new name for the Children Detention Schools at Oberstown which were amalgamated into one facility in 2016.

Acronyms

ACTS	Assessment, Consultation and Therapy Service
AGS	An Garda Síochána
BOBF	Better Outcomes, Brighter Futures - the National Policy Framework for Children and Young People 2014 – 2020
CBO	Community Based Organisation
CDS	Children Detention Schools
CEHOP	Care, Education, Health, Offending and Planning for Future
CFSN	Child and Family Support Networks
CMP	Case Management Plan
CSO	Central Statistics Office
CYPSC	Children and Young People’s Services Committee
DCYA	Department of Children and Youth Affairs
EPIC	Empowering People in Care
ESF	European Social Fund
GSAS	Garda Síochána Analysis Service
GYDP	Garda Youth Diversion Project
HIQA	Health Information and Quality Authority
HSE	Health Service Executive
IGA	Intergovernmental Agreement on Cooperation on Criminal Justice Matters
IPS	Irish Prison Service
IYJS	Irish Youth Justice Service
JLO	Juvenile Liaison Officer
NSO	Night Supervision Officer
PAG	Project Advisory Group
PBNI	Probation Board of Northern Ireland
PIMS	Prisoner Information Management System
RSCW	Residential Social Care Worker
TAG	Teenagers and Gardaí
YAP	Youth Advocacy Programmes Ireland
YJAP	Youth Justice Action Plan
YLS/CMI	Youth Level of Service/Case Management Inventory
YPP	Young Persons Probation

High Level Goal 1: To work together to ensure public confidence in dealing with young people in trouble with the law

This high level goal is to be achieved by way of two objectives: enhanced collaboration between all of the youth justice agencies, effective information sharing and promoting best practice; and ensuring that investment in the Youth Justice System yields positive results.

The key actions identified in the Youth Justice Action Plan (YJAP) to achieve these objectives are as follows:

1. Prioritising youth justice policy in strategies, policies and programmes of all agencies;
2. Continually reviewing standards and practices;
3. Identifying and providing training to personnel delivering services;
4. Reviewing and amending, as required, the governing legislation, i.e. Children Act 2001 (as amended);
5. Supporting North/South and international cooperation across the justice agencies;
6. Promoting integrated approaches to youth offending;
7. Developing, strengthening and aligning policies, legislation and resources to achieve better outcomes for children and young people;
8. Implementing effective governance to ensure that service providers deliver within allocated resources.

Progress to date

1. Prioritising youth justice policy in strategies, policies and programmes of all agencies

Every effort is being made to ensure that policies in relation to children and young people are properly aligned across service providers' policy frameworks.

- The Youth Justice Action Plan (YJAP) forms part of a number of policy frameworks including: "Better Outcomes, Brighter Futures – the National Policy Framework for Children and Young People 2014-2020" (BOBF); the "National Strategy on Children and Young People's Participation in Decision-Making" (2015); the "Department of Children and Youth Affairs Statement of Strategy 2014 – 2017"; and the "Department of Justice and Equality Statement of Strategy 2015-2017".
- Tusla's National Service Delivery Framework, a model of service delivery, which integrates child welfare and child protection services, has been established and is fully aligned with both BOBF and the YJAP.
- The Irish Prison Service's joint strategy with The Probation Service (2013-2015) included specific actions for young offenders including enhanced case management and throughcare arrangements and enhanced age appropriate prison based regimes and programmes pending the transfer of 17 years olds in detention to Children Detention Schools (CDS).
- The Probation Service Strategy 2015-2017 identifies interagency collaboration with IYJS and related stakeholders as a specific goal.
- An Garda Síochána's (AGS) Annual Policing Plan 2015 prioritised schemes aimed at young offenders. This included the support of an inter-agency approach to reducing rates of recidivism and to tackle serial offenders by continued development of the Diversion Programme for young offenders.

- A practice direction was prepared by the Judiciary in 2014, which provides guidance with regard to the treatment of children in the Dublin Metropolitan Court.
- A "Children Court Bench Book", an initiative by the Judiciary, which serves as a practical tool for District Court Judges working in the area of youth crime, was published in 2015. This bench book was developed with the assistance of the Garda Youth Diversion Office, The Probation Service and the Office of the Director of Public Prosecutions.

2. Continually reviewing standards and practices

Professional standards and practices guide the work of all the youth justice agencies and these agencies continue to review and improve their standards and practices as required.

- IYJS began a review of its "Standards and Criteria for Children Detention Schools" (first published in 2008) in 2015. These standards are based on international standards and guidelines in the area of the detention of children and young people. These standards recognise the CDS as a distinct entity to other residential centres. These standards are regularly reviewed in line with best practice. The Health Information and Quality Authority (HIQA) carries out annual inspections based on these standards and makes recommendations which IYJS and CDS implement through an action plan.
- Tusla is working towards improving standards and aligning practice across all its service areas.
- Tusla improved its services for children and young people at risk of, or engaging in, youth offending through various initiatives such as:
 - Children and Young People's Services Committees (CYPSC),
 - Child and Family Support Networks (CFSN),
 - Meitheal, a team-around-the-child, multi-agency, area-based, prevention, partnership and family support model.
- The Probation Service's framework of professional standards involves professional staff supervision; provision of court reports; offender supervision; and offender management and risk assessments. These standards are continually monitored to ensure accountability requirements are met.

3. Identifying and providing training to personnel delivering services

The training needs in all agencies focus on the core competencies required to deal with children and young people who offend or are at serious risk of offending.

- After a pilot project during 2014 and 2015, training in the use of the Youth Level of Service/Case Management Inventory 2.0 (YLS/CMI 2.0), a risk assessment and intervention tool, has commenced and is to be rolled out nationwide to Youth Justice Workers in the Garda Youth Diversion Projects (GYDPs) during 2016.
- CDS agreed a training action plan with HIQA and the Health and Safety Authority.
- The Irish Prison Service (IPS) provides specific training for officers working with 17-year-old boys, with a focus on understanding behavioural issues relating to young offenders.
- Tusla has commenced the development of an Alternative Care Strategy that will draw on international and national research relating to children and young people at high risk in the community, children and young people in care and also those engaged in criminal behaviour.
- Young Person's Probation (YPP) personnel underwent training in a range of applications and in professional development to continuously improve the services and maintain best practice standards.

- AGS Juvenile Liaison Officers (JLOs) had access to training and upskilling through the JLO Training Conference, which took place in Athlone in November 2015.

4. Reviewing and amending the governing legislation i.e. Children Act 2001 (as amended)

The Children (Amendment) Act 2015 was signed into law by the President on 27 July 2015. This Act provides the legal framework to facilitate the amalgamation of the CDS and to create a single campus for young offenders and thereby end the detention of children in adult facilities. In addition, the Act provides for remission in the CDS and clarifies the legal status of children who reach the age of 18 during detention. It also provides for other necessary changes and technical amendments to the Children Act 2001. Part of the Act was commenced in December 2015.

5. North/South and international cooperation

The Intergovernmental Agreement (IGA) on Cooperation on Criminal Justice Matters provides a structured framework to enhance and develop more effective co-operation on criminal justice matters between the South and North of Ireland. A number of Project Advisory Groups (PAGs) were established under the Agreement to advance work in certain areas. A 'Youth' PAG advanced actions relating to cooperation in the area of youth justice including:

- Ongoing communications and engagement between the CDS in Oberstown, Lusk, Co. Dublin and the Woodlands Juvenile Justice Centre near Belfast.
- Staff exchange opportunities between both facilities were initiated in 2014 in the context of the change programme anticipated with the amalgamation of the CDS into one facility. A number of Unit Managers from the CDS visited Woodlands in April and May 2015. Developments at the CDS facility were informed by the experience of developments at the Woodlands facility.
- Participation by the Northern Ireland members of the North/South Youth PAG in a tour of the new CDS facility in October 2015.
- Initial discussions have taken place in relation to arrangements for the further development of information sharing protocols and the transfer of probation supervision between North and South with regards to children and young people in the Youth Justice System who are moving between the jurisdictions. In this regard, The Probation Service International Desk is the single point of contact between the Service and the Probation Board of Northern Ireland (PBNI). A single protocol already exists between the PBNI and The Probation Service regarding information sharing. The protocol has been revised on a couple of occasions.
- In the area of restorative justice a cross border seminar entitled "Empowering Effective Engagement with Young People" was held in Dundalk on 1st October 2015. This was a follow-up action to the all-Island Restorative Conference held in Dundalk in 2013.

6. Promoting integrated approaches to youth offending

Every effort has been made to standardise the various approaches and responses to dealing with children and young people in trouble.

- IYJS has brought together an interagency team to oversee implementation of the YJAP.

- GYDP services in the Kerry region have been re-organised so as to provide a more integrated service and also to extend services to a greater catchment area. This new approach to service delivery provides a model that can be used in other areas of the country.
- The risk assessment, case management and intervention toolkit, YLS/CMI 2.0, has been implemented in GYDPs. The introduction of the toolkit provides a useful example of how standardisation of practice across youth justice agencies can be achieved. This toolkit may be extended to other agencies in the youth justice sector.
- Tusla has prioritised its involvement in the Garda Síochána Strategic Liaison Committee. This committee, which is chaired by Assistant Commissioner of National Support Services, and includes Tusla's National Director of Children and Family Services liaises in relation to issues that impact on children and young people at a strategic level and aims to provide a coordinated response where required in relation to matters such as training in child protection, etc.
- The Irish Prison Service's joint strategy with The Probation Service (2015-2017) includes actions relating to young prisoners aged 18-21, the closure of St. Patrick's institution and structured activities for seventeen year olds detained in Wheatfield Place of Detention. This joint strategy also involves multi-agency, multi-disciplinary approaches to young offenders, with a designated Integrated Sentence Management Officer appointed for young offenders to look after sentence planning, release planning needs and to coordinate the linkages between services.
- YPP practice involves interagency collaboration with the Courts, Tusla, the Irish Prison Service, AGS, the Irish Youth Justice Service, and the Parole Board, along with other agencies, such as HSE Addiction Services or education facilities. Partner agencies collaborate throughout the process to provide a holistic, interagency approach to the management of offenders while on supervision.

7. Developing, strengthening and aligning policies, legislation and resources to achieve better outcomes for children and young people

During 2014/2015 progress was made on measures to align resource allocation models to address youth crime needs through various measures.

- A GYDP Best Practice Committee, that includes representation from Community Based Organisations (CBO), provides a forum to discuss matters relating to delivering an integrated service that aligns resources with local needs. The Best Practice Committee met regularly during 2014 and 2015.
- An initiative to extend GYDP service delivery to a wider catchment area in County Kerry proved successful. This involved reorganising and amalgamating 6 separate GYDPs in the area into one integrated service, i.e. Kerry Empowering Youth (KEY).
- Tusla's Commissioning Strategy, which is still under development, promotes the move away from a grants system to an outcome based support system in order to focus agencies on delivering better outcomes for children and young people.
- The Irish Prison Service worked closely with the Irish Youth Justice Service and The Probation Service to implement a Young Offenders Strategy in the context of the closure of St. Patrick's Institution and ending the detention of under-eighteens in adult prisons.
- A Garda project has commenced which focuses on the risk of involvement in future offending behaviour by young victims of domestic abuse or children who have witnessed domestic abuse.

- Both the Practice Direction and the “Children Court Bench Book” (referred to on page 8) will help to ensure that children are dealt with appropriately in the courts system.

8. Implementing effective governance to ensure that service providers deliver within allocated resources

- Governance of GYDPs includes requirements for Annual Plans, Annual Performance Reports, Financial Reports, use of YLS/CMI 2.0 and the collection of data to report to the European Social Fund (ESF).
- YPP’s holistic, interagency Case Management Plan (CMP) was strengthened through continuous review and aligned with best practice and legislation.

Work Programme 2016

1. To progress further the standardisation of systems and processes across all youth justice agencies so that treatment of a young person who becomes involved with the youth justice system will be consistent from point of entry to exit. This will be achieved by establishing models of best practice to which agencies/service providers will sign up, and extending the use of the Youth Level of Service/Case Management Inventory 2.0 risk assessment and case management toolkit to all service providers. This will help to achieve the best outcomes for children and will also ensure that resources are used effectively and efficiently.
2. A survey will be undertaken of the various programmes and interventions currently in place or otherwise available for young offenders with a view to identifying interventions most appropriate to the eight areas of risk/need identified under the Youth Level of Service assessment process.
3. Establish a ‘Research Evidence into Policy, Programmes and Practice Project’ in collaboration with a third level institution to develop and utilise the evidence base in relation to youth offending in order to better support the development of youth crime policy, and programmes and practice in this area. This is with a view to improving the design of programmes and early intervention mechanisms and increasing the effectiveness and efficiency of services being delivered to children and young people who become involved in crime and anti-social behaviour.

High Level Goal 2: To strengthen and develop our evidence base to support more effective policies and services, having regard to the voice of young people

This high level goal is to be achieved by way of four objectives: putting in place mechanisms for the production and improvement of management information and performance-focused data for children and young people across the criminal justice system; improving and increasing the availability of reliable and relevant research on youth crime and the youth justice system in order to inform and focus policy and service development; examining new and emerging patterns of persistent offending, including serious and violent behaviour, and designing the best interventions; and exploring active means by which children and young people can inform policy and improve the performance of the youth justice system.

The key actions identified in the YJAP to achieve these objectives are as follows:

1. Facilitate the collation of youth justice data and information in conjunction with stakeholders;
2. Promote the sharing and dissemination of data within the youth justice sector;
3. Conduct joint research to identify progression routes into serious adult crime;
4. Conduct research on levels of compliance with community sanctions/evolvment of youth justice service systems;
5. Conduct research on children and young people's journey into detention;
6. Track the level and nature of recidivism through the youth justice system;
7. Review data holdings on supports and services provided by the youth justice system;
8. Generate a national profile of participants in the GYDPs;
9. Profile substance misuse among children and young people subject to community sanctions/probation service supervision;
10. Actively seek the views of children and young people with regard to youth crime, policy and practice.

Progress to date

1. Facilitate the collation of youth justice data and information in conjunction with stakeholders

- The YJAP Implementation Team began a process of examining information which is held on children and young people on the different information systems used by the youth justice agencies.
- IYJS continues to compile statistics on children and young people remanded or committed to the detention schools.
- IPS started to capture all sentencing details and offending history of young offenders on an electronic system, "Prisoner Information Management System" (PIMS). The information held on the system by way of individual offender files allowed the production of management information reports when required.

2. Promote the sharing and dissemination of data within the youth justice sector

- The YJAP Implementation Team began a process of reviewing the information sharing arrangements which exist between the agencies that deal with children and young people who come into contact with the justice system or are at risk of doing so.
- Tusla Social Workers and the CDS shared information and data on the children and young people in their care in accordance with Tusla's Protocol for Working Together.
- There was daily reporting between IPS and IYJS on those young offenders detained in IPS facilities.
- Data and information in relation to offences before the Children Court was published in the Courts Service Annual report.
- The Probation Service's Recidivism Research project and its studies on drug and alcohol abuse included information pertaining to young offenders, and results have been shared with other justice agencies.
- The Probation Service and the CDS agreed protocol provides for information sharing between the two agencies. Pertinent information is shared between these two agencies in order to ensure that each young person's reception into detention is managed appropriately. This includes all up-to-date relevant information for the development of an appropriate "Placement Plan" to meet the needs of each young person; to support their return to the community in a planned, safe and, where possible, seamless manner; and to identify those young people in detention who may benefit from an early return to the community.
- The Probation Service published its Annual Reports, which included various statistical information and particular reference to the work of the Young Persons Probation Division.
- Data from the Garda Síochána Analysis Service (GSAS) was shared with IYJS.
- The Garda Youth Diversion Office shared crime statistics and trends with CBOs.

3. Conduct joint research to identify progression routes into serious adult crime

- 'Greentown', a case study on the role of criminal networks in offending behaviour by children and young people provided evidence of the encouragement and coercion of children into significantly elevated levels of offending. This study, which was completed in early 2015, is the first such evidence provided of this phenomenon in Ireland. Follow-up research to this study is expected to be progressed in 2016.
- Tusla developed and published its Research Strategy in 2014, and began to develop and coordinate its research infrastructure and build capacity for Tusla to become a learning organisation in order to support service delivery and policy development through evidence-based research.

4. Conduct research on levels of compliance with community sanctions/evolution of youth justice service systems

The Probation Service began research on the processes and outcomes of family conferences in conjunction with Dublin Institute of Technology (Criminology School). This project is ongoing with a doctoral researcher conducting primary research on family conferencing.

5. Conduct research on children and young people's journey into detention

IYJS proposed a research project on this subject for development in 2016, in conjunction with a third level education partner.

6. Track the level and nature of recidivism through the youth justice system

The Probation Service has conducted three recidivism studies, which included young offenders and revealed that, over a two year post-probation supervision period, two thirds of offenders were not re-convicted of a new offence. The findings also revealed that offending peaks between the ages of 18 to 24 years. The Probation Service, in conjunction with the Central Statistics Office (CSO), began its fourth recidivism study (2010 -2015) to include findings on children and young people who were made subject of Probation Orders in 2010.

7. Review data holdings on supports and services provided by the youth justice system

Some initial analysis of services in relation to this action was commenced towards the end of 2015.

8. Generate a national profile of participants in the GYDPs

IYJS commenced some initial work to profile participants in GYDPs in the context of the State's data reporting obligations under the ESF and the roll out of the YLS/CMI 2.0 toolkit to GYDPs.

9. Profile substance misuse among children and young people subject to community sanctions / probation service supervision

The Probation Service's studies on Drug and Alcohol Abuse among probationers included YPP. The Drug and Alcohol research revealed that 89% of offenders on probation supervision had either a current, or a previous, addiction issue. Similar to the recidivism study, the prevalence of substance misuse roughly correlated to the peaking of offending behaviour by age, which is a strong indicator that addiction among the offender group is a considerable risk factor.

10. Actively seek the views of children and young people involved in the youth justice system and of children and young people generally with regard to youth crime, policy and practice

- Empowering People in Care (EPIC) worked with CDS to establish a Children's Council in the CDS to ensure that the views of children and young people being detained there are heard.
- Tusla published guidelines for implementing their participation strategy, "Toward the development of a Participation Strategy for Children and Young People" in 2015, which will facilitate participation at national and local levels.
- AGS rolled out a Teenagers and Gardaí Programme (TAG) across the Dublin Metropolitan Region and, in 2015, to GYDPs. TAG promoted positive engagement between Gardaí and young secondary school students as well as GYDP participants across the Dublin Metropolitan Region. In addition, the Garda Schools Programme led by the Department of Education and Skills communicated safety, crime prevention and positive attitudes to Gardaí at primary and secondary schools throughout the country.
- The court report and case management plan produced by YPP is informed by the views of the young person on probation.

Work Programme 2016

1. Continued monitoring of participants in the GYDPs to generate a national profile using standard measures of risk and service need.
2. Implement YLS/CMI 2.0 across all GYDPs.
3. Review communication and information sharing arrangements between the agencies managing or offering services to young offenders / juveniles at risk of offending behaviour.
4. Examine the possibility of extending Probation Service protocols on information sharing on adult offenders to young offenders.
5. Develop a specific information sharing protocol between IYJS and IPS in the context of the transfer of responsibility for all seventeen year old offenders ordered to be detained to the Oberstown Children Detention Campus and the likely regular requirement to transfer young people to the adult prison system as they reach eighteen years of age.
6. Convene a Criminal Justice Strategic Committee sub-group to examine the findings of the 'Greentown' study and gauge the national prevalence of the situation identified with a view to designing a new multi-agency intervention programme using available evidence.
7. Actively seeking the views of children and young people involved in the youth justice system, and of young people generally, with regard to youth crime, policy, practice and services.

High Level Goal 3: To review and strengthen targeted interventions to reduce offending and divert young people from the criminal justice system

This high level goal is to be achieved by way of three objectives: to promote focussed and effective interventions through our Garda Youth Diversion Projects (GYDPs) to challenge and divert children and young people from offending behaviour; to utilise our GYDPs' resources in areas of greatest need and to establish effective crime prevention supports in cooperation with other youth service providers nationwide; and to actively promote crime prevention policy through focussed educational interventions influencing positive development of children and young people towards becoming responsible citizens.

The key actions identified in the YJAP to achieve these objectives are as follows:

1. Guide the GYDPs' service delivery in line with youth justice operational requirements;
2. Identify priority locations for resource needs, based on crime incidence and evidence of need;
3. Engage with other youth service providers to promote the use of crime prevention supports and a standardised working ethos in delivery of youth services;
4. Embed pro-social development strategies towards preventing any young person from becoming involved in offending behaviour;
5. Strengthen the anti-crime policy framework and implementation arrangements to support a reduction in youth crime and reduced demands for detention;
6. Through the GYDPs, support AGS in the delivery of a service which engages with children and young people and their families to establish their needs and priorities;
7. Ensure that children and young people identified at risk of offending receive appropriate and adequate care.

Progress to date

1. Guide the GYDPs' service delivery in line with youth justice operational requirements

Following a successful trial of the use of the YLS/CMI 2.0 tool, training was rolled-out nationwide to Youth Justice Workers in the GYDPs.

2. Identify priority locations for resource needs, based on crime incidence and evidence of need

- An additional €2.8 million approved in December 2014 under the Dormant Accounts Scheme allowed IYJS to expand GYDP services and supported the development of a number of youth crime initiatives. For instance 10 new GYDPs were identified in locations with a need for additional crime reduction projects and 3 of these new projects were established by the end of 2015. Also an additional 16 youth justice workers were employed in existing GYDPs to enhance interventions available to children and young people coming to the attention of AGS. Other projects and initiatives were approved for implementation using Dormant Accounts funding, including a mentoring scheme.

- A review of youth crime statistics was undertaken that took into account existing youth justice supports and identified the areas which have the most urgent need for additional crime reduction projects.

3. Engage with other youth service providers to promote the use of crime prevention supports and a standardised working ethos in delivery of youth services

- CDS engaged with Youth Advocacy Programmes (YAP) Ireland in developing a pre-release programme for children in detention as a crime prevention support.
- A survey was undertaken, involving all GYDPs in relation to education issues and needs of participants in projects. When analysis of the results is completed this is intended to serve as a basis for further discussion with relevant agencies on improving crime prevention supports and examining ways to standardise delivery of youth services.

4. Embed pro-social development strategies towards preventing any young person from becoming involved in offending behaviour

- The approach promoted by this action is reflected in each individual care plan for children in detention. CDS developed and implemented a pilot pro-social development programme for pre-release children in detention in 2015 for 10 children with the assistance of YAP.
- The Probation Service prioritised pro-social modelling behaviour, motivational interviewing, cognitive behavioural approaches and restorative practice interventions in delivering community sanctions and offender rehabilitation. Probation supervision is in accordance with the level of risk, need and responsivity identified as contributing to the young person's offending behaviour. Probation officers were trained in pro-social modelling behaviour, motivational interviewing, cognitive behavioural approaches and restorative practice interventions. These interventions informed probation officers direct interaction with children and young people and their families. The overall goal is to offer children and young people pro-social alternatives to crime and to help in their development as growing responsible young citizens.
- TAG (Teenagers and Gardaí) continued to be rolled out in 2015 in the Dublin region. The Garda Schools Programme for primary and secondary level was delivered to schools nationally during 2015.
- A School Mentoring initiative by Youth Justice Workers in primary and secondary schools in the Dublin area has been developed along with the TAG schools programme.

5. Strengthen anti-crime policy framework and implementation arrangements to support a reduction in youth crime and reduced demands for detention

- AGS ensured that prolific and repeat offenders were made subject to the Garda Case Management Process with the involvement of The Courts Service and The Probation Service.
- AGS developed and implemented initiatives designed to prevent and reduce the incidence of repeat victimization within Garda Divisions through the Victims Charter which is informed by Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA. Victims offices were established in Garda Divisions in 2015.
- AGS continued to use Crime Call to disseminate monthly crime prevention advice.

- Following a successful trial of the use of the YLS/CMI 2.0 tool, training was rolled-out nationwide to Youth Justice Workers in the GYDPs.

6. Through the GYDPs, support An Garda Síochána in the delivery of a service which engages with children and young people and their families to establish their needs and priorities

- With Dormant Accounts funding the national network of GYDPs was expanded to 3 new locations in 2015 with 7 to follow in 2016.
- The introduction of the YLS/CMI 2.0 Risk/Needs Assessment tool in all GYDPs throughout the country enables the particular risks and needs of participants in diversion projects to be identified.
- Juvenile Liaison Officers continued to engage closely with children and young people and their families in order to base interventions on the young person's needs.

7. Ensure that children and young people identified at risk of offending receive appropriate and adequate care

- Young persons at risk of offending were referred to GYDPs for support where required.
- IYJS and Tusla continued to implement a clinical service for children, known as the Assessment, Consultation and Therapy Service (ACTS). This national service provided clinical services to children in the CDS. ACTS screened children in the CDS for mental health and clinical needs and referred children for further clinical services and/or support where appropriate, directing resources towards the greatest clinical need. Agreement was reached in late-2015 on the delivery of psychiatry services in the CDS under the ACTS model.
- In order to support an integrated approach to the care of children in detention, a revised model of care known as Care, Education, Health, Offending and Planning for Future (CEHOP) was developed by CDS during 2015. Relationships are key to this model of care and, in order to ensure best practice, the Centre for Effective Services was commissioned in 2015 to identify the lessons that could be learned from research as to how a model of relationship building with detained children and young people could be developed. This work will inform the ongoing development of standards in CDS into the future.

Work Programme 2016

1. Review the processes and interventions currently in place for children below the age of criminal responsibility showing a tendency toward criminal behaviour. Identify inconsistencies or gaps in the approach to service provision.
2. Review the processes and interventions currently in place for children and young people with late onset of offending.
3. Establish an interagency group to consider and progress the recommendation of the Penal Policy Review Group that a Diversion Programme be established for persons between the ages of 18 and 21 years.

High Level Goal 4: To promote and increase the use of community measures, including restorative justice, for young people who offend

This High Level Goal is to be achieved by way of three objectives: to continue to support The Probation Service in the promotion of optimum non-custodial interventions for children and young people who have offended; to continue to support the Courts Service to ensure the use of detention as a last resort; and to ensure that restorative justice practices are used to the greatest extent.

The key actions identified in the YJAP to achieve these objectives are as follows:

1. Further develop programmes in co-operation with The Probation Service based on recommendations of the Young Persons Probation report, “Working in Partnership with communities to reduce youth crime” (2011);
2. Improve interagency coordination of community sanctions;
3. Continue to liaise on appropriate methods of informing the judiciary of developments in the area of youth justice and the efficient operation of the Children Court;
4. Provide facilities for pre-Court consultation;
5. Examine the feasibility of Social Impact Investment;
6. Drive a restorative practice ethos in the delivery of services to challenge offending behaviour;
7. Maximise opportunities for Court-ordered conferencing;
8. Strengthen and extend restorative justice practices for children and young people subject to community sanctions.

Progress to date

1. Further develop programmes in co-operation with The Probation Service based on recommendations of the Young Persons Probation report “Working in Partnership with communities to reduce youth crime” (2011)

- Probation Officers delivered one-to-one interventions according to the level of risk/need and responsivity identified. Officers referred young offenders to CBOs to address their level of risk/need and responsivity, where one-to-one and group programmes addressed issues relating to literacy, education, life skills and addiction through programmes such as Westview and Candle.
- Some projects focused on pro-social hobby and activity engagement (e.g. We Have A Dream Youth Project). Where appropriate, families were offered ‘Strengthening Families’ and ‘Non-Violent resistance’ (Child-to-Parent Violence) programmes.

2. Improve interagency coordination of community sanctions

The Probation Service worked closely with all the other youth justice agencies in relation to community sanctions. For example, probation officers consulted closely with colleagues across the range of agencies before referring a young person to a community project or recommending a young offender for community sanctions.

3. Continue to liaise on appropriate methods of informing the judiciary of developments in the area of youth justice and the efficient operation of the Children Court

- The President of each court was informed in March 2015 that CDS had taken responsibility for 17 year olds on remand.
- The Probation Service continued to keep the Judiciary and the Children Court updated on youth justice developments. Probation Officers promoted the use of provisions of the Children Act 2001 (as amended), including Sections 78, 99 and 100, which deal with family conferences, probation officer reports and remand for the purpose of the preparation of reports or other reasons, respectively.
- A senior Probation Officer supervised work for the court including the delivery of court reports, and was available to the Judiciary and the Courts Service to ensure consistent delivery of service to the Children Court.
- The Probation Service provided a court duty service by Probation Officers to the Children Court in Dublin, as well as to outer Dublin courts (i.e. so-called 'rural' courts), to maintain consistency of approach and service delivery.
- The Courts Service prioritised the listing of juvenile cases in accordance with best practice and the provisions of the Children Act 2001.
- Children in custody were prioritised in Children Court lists and dedicated lists were put in place so that children coming before the Court were dealt with expeditiously to ensure that they could return to school or other training as appropriate.
- The Probation Service published an information leaflet "Information for Judges, Lawyers and Court Staff" in 2014 that provided guidance on probation services.

4. Provide facilities for pre-Court consultation

The Courts Service, in its capital investment programme in 7 locations, had regard to the needs of children and those attending the Children Court. New buildings were constructed with adequate numbers of consultation rooms.

5. Examine the feasibility of Social Impact Investment

A Bail Supervision Scheme was developed following on from a feasibility study in relation to Social Impact Investment. The scheme will be trialled over 2016 initially in the Dublin area as a joint initiative between The Probation Service and CDS. The scheme seeks to support children and young people and their families to keep any bail conditions imposed on the young person as an alternative to remanding the young person in detention pending their case coming before the court.

6. Drive a restorative practice ethos in the delivery of services to challenge offending behaviour

- The use of restorative justice practices, both within the Garda Diversion Programme and on a court ordered basis, was pursued on an increasing basis where appropriate.
- A Restorative Practices Strategic Forum, comprising representatives of IYJS, IPS, The Probation Service and AGS, was established and sought to develop best practice across a network of restorative services. The Forum published "Towards Excellence in Restorative Practice – A Quality Assurance Framework for Organisations and Practitioners" in 2014, which continues to guide the practice of restorative justice.
- The Probation Service provided restorative justice practice training on a national basis and incorporated victim awareness into court reports and offender supervision.

- The Probation Service’s supervision of offenders used interventions and programmes to reduce re-offending, which incorporated measures to increase victim awareness and empathy as well as offenders’ accountability.
- The Probation Service’s reports to the courts include specific elements of reparation and restoration, such as community service and victim impact assessment.
- Within the CDS, a ‘restorative justice campus’ approach was developed to ensure that the ethos of restorative justice and practices, along with that of education and rehabilitation, is a key measure in addressing a young person’s offending behaviour and supporting their early reintegration into the community.
- Restorative justice practice was also a cornerstone of the CDS approach to resolving conflict on a day-to-day basis. Training was provided for CDS staff in restorative justice practice, with cooperation from other youth justice agencies.
- A pilot restorative justice project was applied in Wheatfield place of detention, which included those young offenders aged seventeen detained there, and involved dealing with disciplinary matters, victim awareness raising measures and staff training.

7. Maximise opportunities for Court-ordered conferencing

In line with Section 78 of the Children Act 2001, The Probation Service convened and monitored a number of family conferences as a restorative measure. Thirty-six such family conferences were convened nationally in 2014 and thirty-seven conferences were held in 2015.

8. Strengthen and extend restorative justice practices for children and young people subject to community sanctions

- The Probation Service maximised the use of CBOs to undertake restorative practices/pieces of work during the family conference and supervision stages.
- The Probation Service began discussions with An Gaisce for the An Gaisce personal development awards programme to be delivered in four CBOs dealing with young offenders. The venues identified were in Dublin, Wexford, Limerick and Galway.

Work Programme 2016

1. Establish and implement a Bail Supervision Scheme.
2. Pending publication of the report of the Garda Commissioner’s review of the Diversion Programme, Family Conferencing will continue to be used in cases involving young offenders with recurring referrals to the Programme.

High Level Goal 5: To provide a safe, secure environment and necessary support for detained young people to assist their re-integration into the community

This High Level Goal is to be achieved by way of three objectives: To provide evidence-based care and developmental opportunities to children and young people in detention and prepare them to take their place in the community as persons who observe the law and are capable of making a positive and productive contribution to society; to complete the development of integrated services in the Children Detention Schools; and to complete the new national children detention facilities in Oberstown by 2015.

The key actions identified in the YJAP to achieve these objectives are as follows:

1. To make available specialist therapeutic services to children and young people in detention;
2. Develop and review protocols to provide for the continued care of children and young people on release from detention, as well as their relevant social needs;
3. Continue to integrate services, management, practices, procedures and policies in Children Detention Schools;
4. Amend the Children Act 2001 if/as required to support an integrated model;
5. Meet and enhance the “Standards and Criteria for Children Detention Schools” (2008) and all other relevant legislation, policies and standards;
6. Review the appropriate governance structure for the integration of the schools;
7. Progress the capital project to complete the national children detention facilities in Oberstown;
8. Recruit and train sufficient staff to manage the extended facilities.

Progress to date

1. To make available specialist therapeutic services to children and young people in detention

- ACTS, established for both special care and children detention facilities in 2013, provided multidisciplinary consultation, assessment and focused interventions to children and young people who have high risk behaviours associated with complex clinical needs.
- ACTS supported other professionals in their ongoing work with children and young people and their families and provided short term interventions for a child returning to the community to ensure continuity of service provision.
- A fully Integrated Sentence Planning programme for children in Wheatfield Place of Detention was put in place. This programme consisted of a dedicated Integrated Sentence Management Officer who had responsibility for pre-release planning and linking with community supports via The Probation Service and Tusla.
- A dedicated Psychologist, dealing with offence related issues and general psychological support, worked with children in Wheatfield Place of Detention.
- The Probation Service provided inreach to support throughcare engagement and pre and post release planning. Merchants Quay Ireland also provided a service in relation to addiction supports and relapse prevention.

- Young Persons Probation Division co-delivered four victim empathy programmes with the Child Protection Officer in CDS in 2014/2015. Approximately 20 children and young people participated. Evaluations of these programmes were undertaken and the learning informed future programmes. In 2015 one co-delivered thinking-skills group was developed and delivered.

2. Develop and review protocols to provide for the continued care of children and young people on release from detention, as well as their relevant social needs

- Placement plans were developed for each young person in detention to ensure that all relevant supports and linkages available in the community, such as education and community services for therapeutic purposes, were put in place prior to release.
- Pre-release planning, including linking with community supports via The Probation Service and Tusla, was also part of the Integrated Sentence Management Planning programme in place for young offenders in Wheatfield place of detention.
- In 2015, The Probation Service and CDS reviewed their protocol (developed in 2013) with regard to streamlining of services and promoting co-ordinated collaborative practices to take account of the developments taking place in the children detention system at Oberstown. The protocol provides guidance on joint working with children and young people entering detention, in detention and preparing for discharge, including periods of early discharge.

3. Continue to integrate services, management, practices, procedures and policies in Children Detention Schools

- A new single campus management structure was put in place on the Oberstown campus in early 2014.
- In advance of the legal amalgamation of the children detention schools into a single entity, care and operational policies were aligned across all three detention schools under the Haddington Road Agreement and Public Service Reform processes.
- A common staff roster and a Policy and Operations Consultative Committee were established in 2014 to provide for a single campus view on issues of care, management and professional practices.

4. Amend the Children Act 2001 if/as required to support an integrated model

The Children (Amendment) Act 2015 came into effect in December 2015 and this allows, under section 14, for the legal amalgamation of the children detention schools into a single entity to take place.

5. Meet and enhance the “Standards and Criteria for Children Detention Schools” (2008) and all other relevant legislation, policies and standards

Agreed action plans were implemented in line with regular inspections of the children detention schools by HIQA, on the basis of the 2008 standards. IYJS commenced a review of the 2008 standards, which is currently ongoing.

6. Review the appropriate governance structure for the integration of the schools

See above in relation to the single Oberstown campus management team structure put in place from early 2014.

7. Progress the capital project to complete the national children detention facilities in Oberstown

- The construction programme for the new national children detention facilities, which commenced in September 2013, was completed in 2015.
- During 2015, five new units of residential accommodation along with a new education/training and recreation facility and visiting, administration, medical and security facilities were brought into operation.
- An initial phase of recruitment enabled a 20% increase in detention capacity, from forty to forty-eight places for males, with effect from March 2015. This allowed for the transfer of responsibility for seventeen year old male remands to the CDS from adult prison facilities.

8. Recruit and train sufficient staff to manage the extended facilities

- A series of recruitment competitions took place over 2014 and 2015 for the grades of residential social care worker (RSCW) and night supervision officer (NSO).
- Agency staff were also recruited, partly to compensate for retirement of other staff in this grade over 2014 and 2015.
- The recruitment target for fifteen new NSO staff was reached.

Work Programme 2016

1. Continue/complete the recruitment process for the additional staff required to maximise capacity in the children detention school system. Meet the Programme for Government commitment to end the detention of children in adult prison facilities.
2. Implement the CEHOP framework within the children detention school system.
3. Identify assistance available under the Student Universal Support Ireland (SUSI) scheme to support children and young people in detention accessing further education provision on discharge.

Appendix A: Statistics on Youth Justice

2014 and 2015 Garda Diversion Programme

Source: Annual Report of the Committee Appointed to Monitor the Effectiveness of the Diversion Programme 2014 and most recent statistics available from An Garda Síochána in relation to the Diversion Programme in 2015.

Referrals

	2014	2015
Total number of incidents referred	19,854	19,513
Total number of individuals referred	9,991	9,807
Total number of individuals admitted	7,451 (74%)	7,282 (74%)

Number of Referrals per Young person/Gender breakdown 2014 and 2015

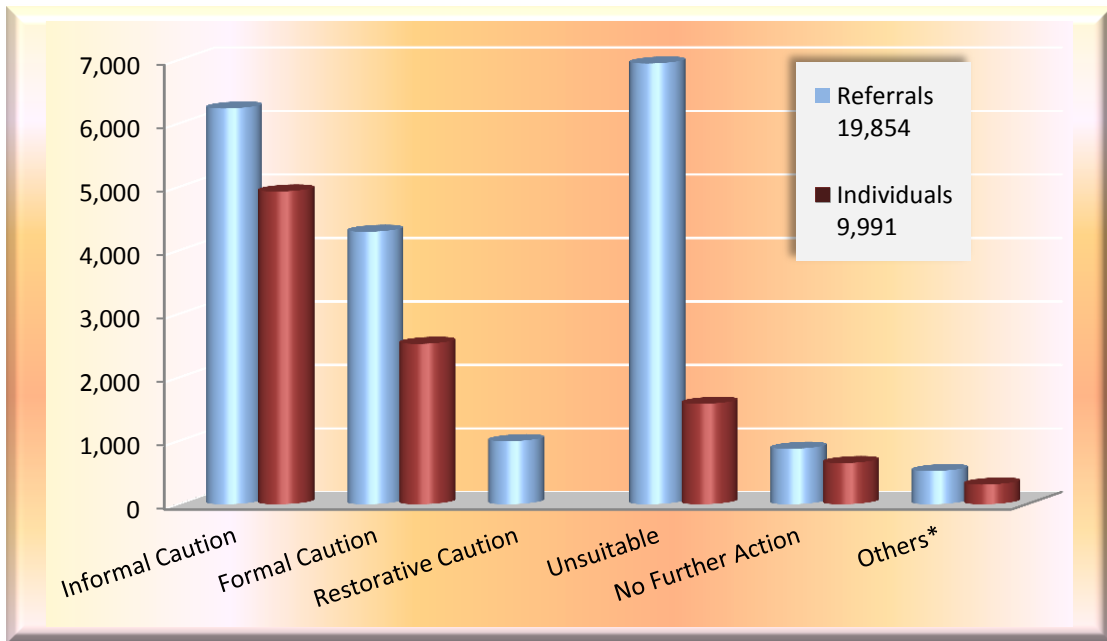
Number of Referrals	2014			2015		
	Total	Male	Female	Total	Male	Female
1 only	7,020	4984 (71%)	2036 (29%)	6,933	4922 (71%)	2011 (29%)
2-3 referrals	1,917	1572 (82%)	345 (18%)	1,849	1516 (82%)	333 (18%)
4-5 referrals	481	404 (84%)	77 (16%)	480	408 (85%)	72 (15%)
6 or more	573	527 (92%)	46 (8%)	545	490 (90%)	55 (10%)
Total	9,991	7487 (75%)	2504 (25%)	9,807	7336 (75%)	2471 (25%)

2014 & 2015 Diversion Programme - Breakdown by Age and Number of Referrals

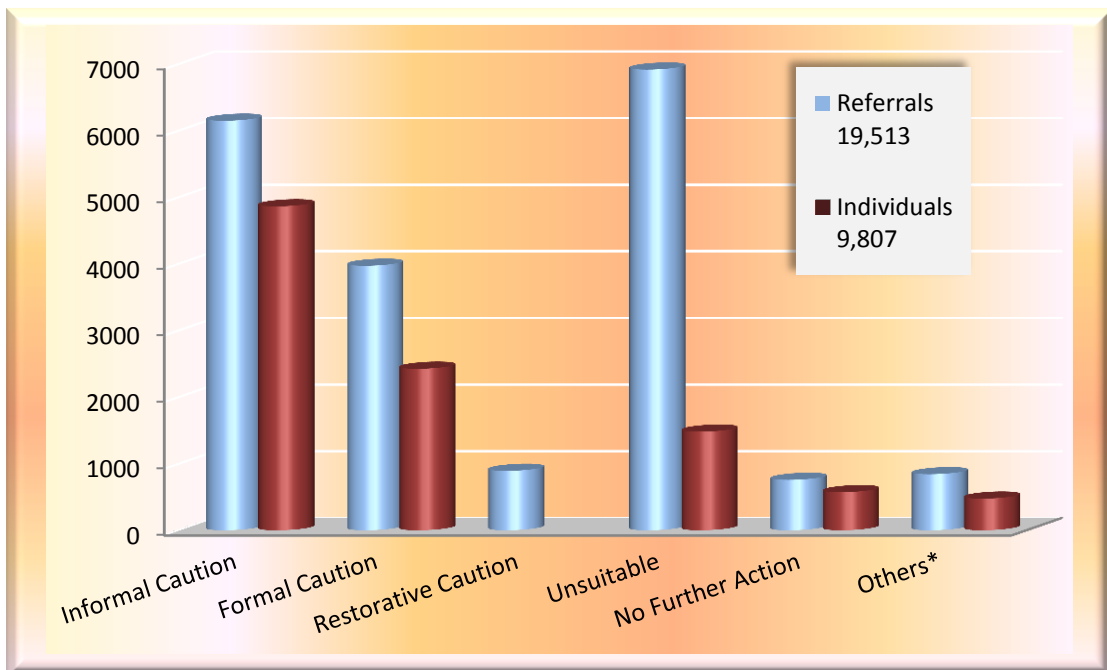


Source: Annual Report of the Committee Appointed to Monitor the Effectiveness of the Diversion Programme 2014 and most recent statistics available from An Garda Síochána in relation to the Diversion Programme in 2015.

2014 Breakdown of Referral Decisions



2015 Breakdown of Referral Decisions



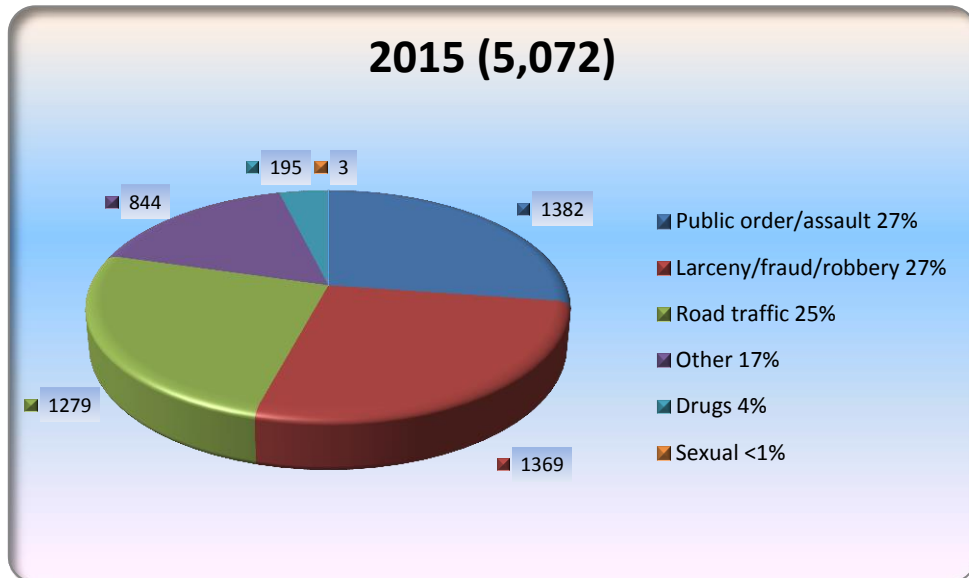
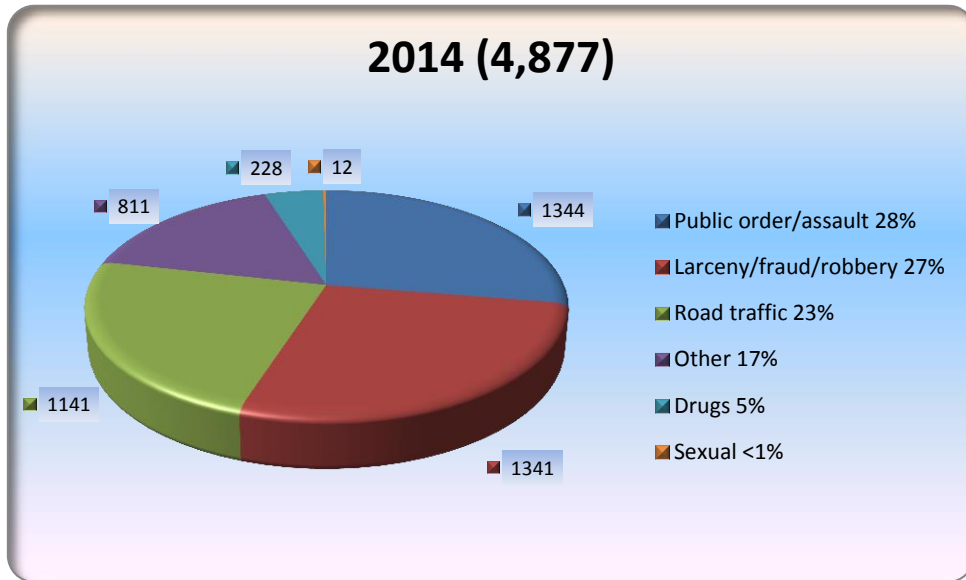
*Includes requests for further information.

Notes: The breakdown of decisions by individual relates to the most recent referral type. The number of individuals linked to Restorative Cautions is not readily available.

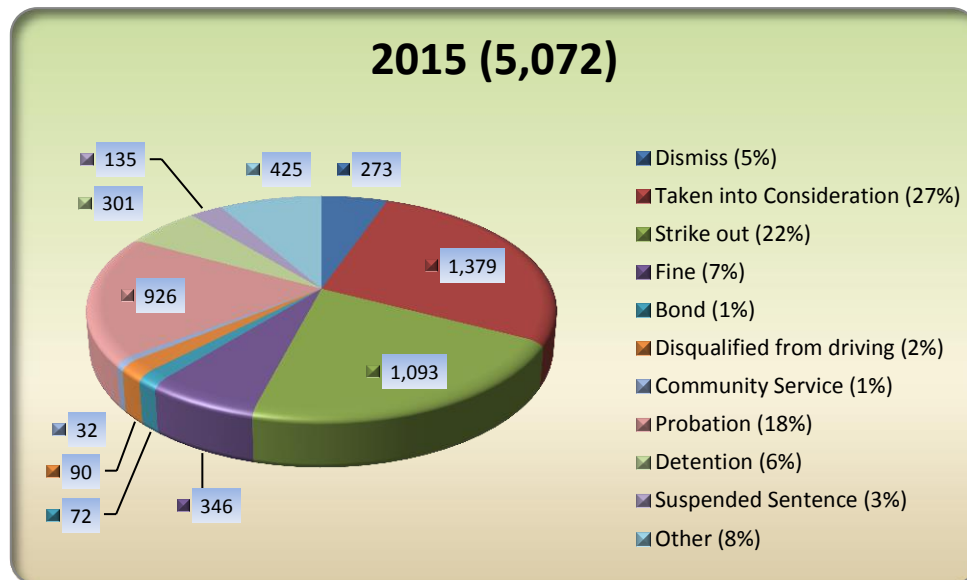
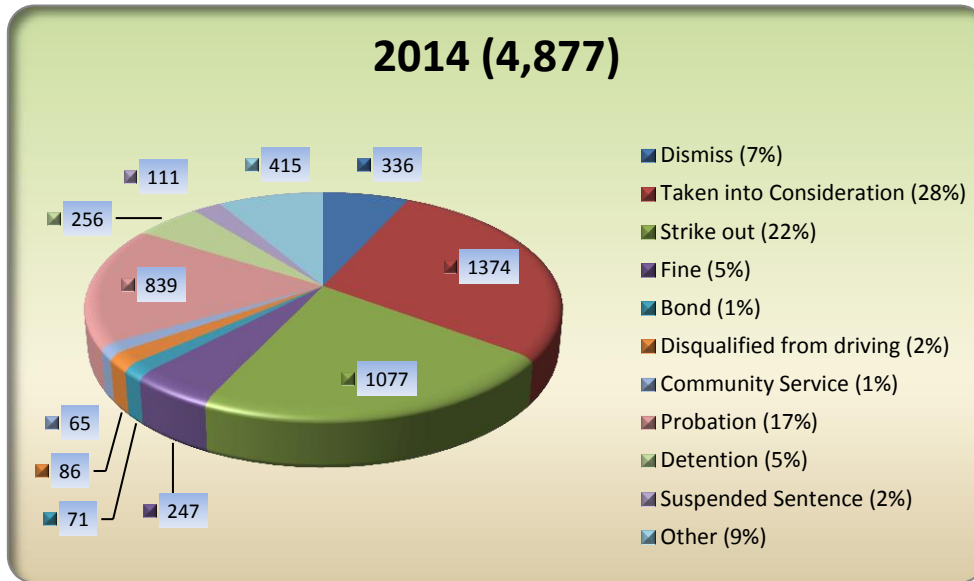
Courts

Source: *Courts Service Annual Reports 2014 and 2015*

Type of Offences before the Children Court – 2014/2015 Comparison



Outcomes of cases before the Children Court – 2014/2015 Comparison

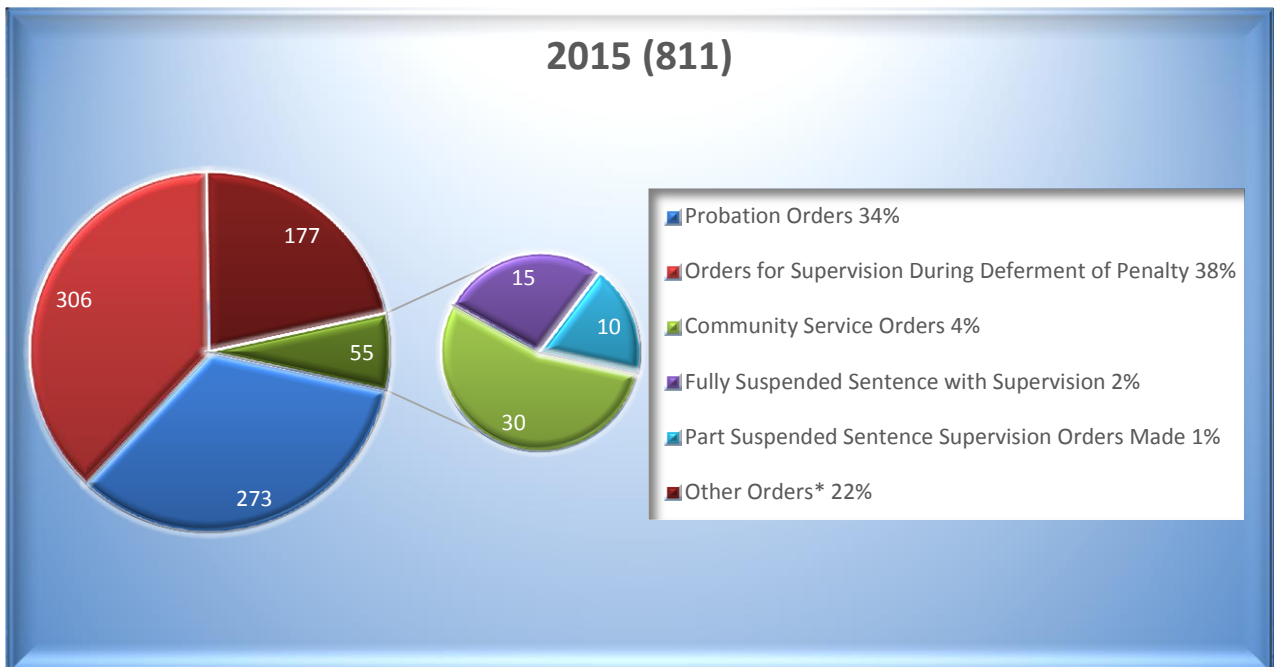
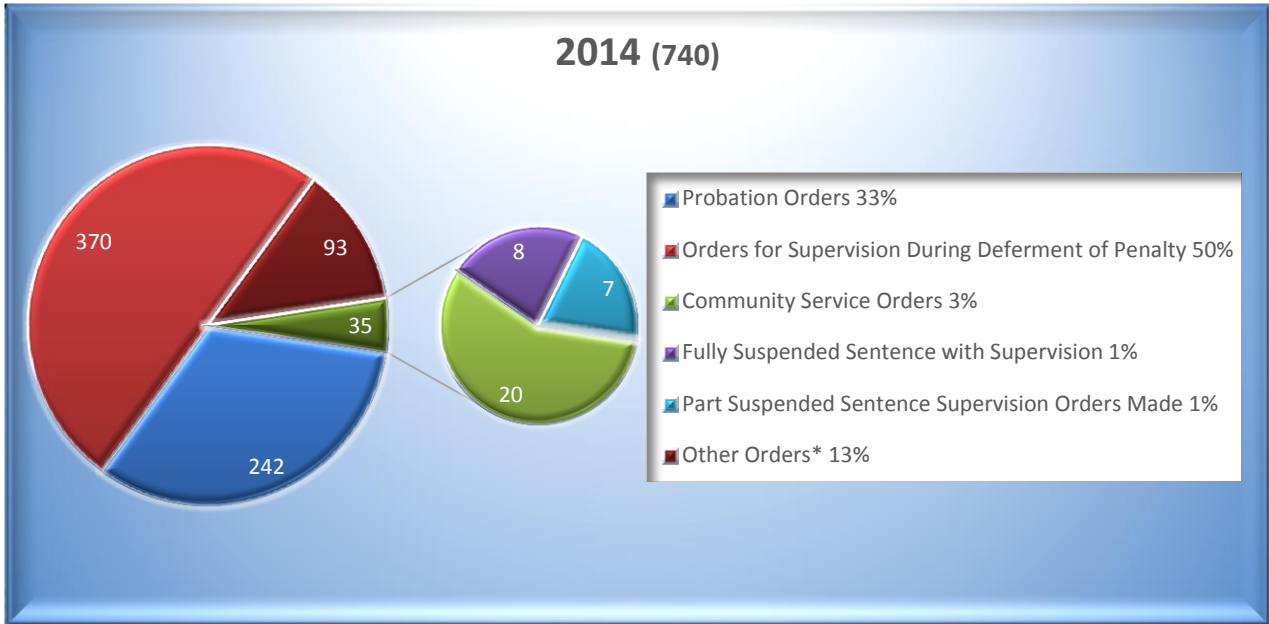


*Offences may be taken into consideration where an offender is sentenced in relation to other multiple offences

Probation

Source: *Probation Service Annual Reports 2014 and 2015*

Young Person Court Orders – 2014/2015 Comparison



*Other Orders include various disposals under the Children Act 2001

Children Detention Schools

Source: Department of Children and Youth Affairs (DCYA)

Children Remand Orders 2014/2015

	2014			2015		
	Total	Male	Female	Total	Male	Female
No of Remands	174	165	9	263	253	10
Age 13-14	33	33	0	22	21	1
Age 15-16	137	132	5	156	155	1
Age 17	4	0	4	85	77	8
Average length of stay (days)	20.08	20.07	20.33	23.98	24.49	11.1

Children Detention Orders 2014/2015

	2014			2015		
	Total	Male	Female	Total	Male	Female
No of Committals	79	73	6	93	93	0
Age 13-14	5	5	0	4	4	0
Age 15-16	71	68	3	89	89	0
Age 17*	3	0	3	0	0	0
Average length of stay (days)	83	84	73	170.73	170.73	0

Children subject to Remand Orders 2014/2015

	2014			2015		
	Total	Male	Female	Total	Male	Female
No of Remands	103	99	4	163	155	8
Age 13-14	19	19	0	13	12	1
Age 15-16	81	80	1	88	87	1
Age 17	3	0	3	62	56	6
Average length of stay (days)	20.08	20.07	20.33	23.98	24.49	11.1

Children subject to Detention Orders 2014/2015

	2014			2015		
	Total	Male	Female	Total	Male	Female
No of Committals	70	64	6	87	87	0
Age 13-14	4	4	0	3	3	0
Age 15-16	63	60	3	84	84	0
Age 17*	3	0	3	0	0	0
Average length of stay (days)	83	84	73	170.73	170.73	0

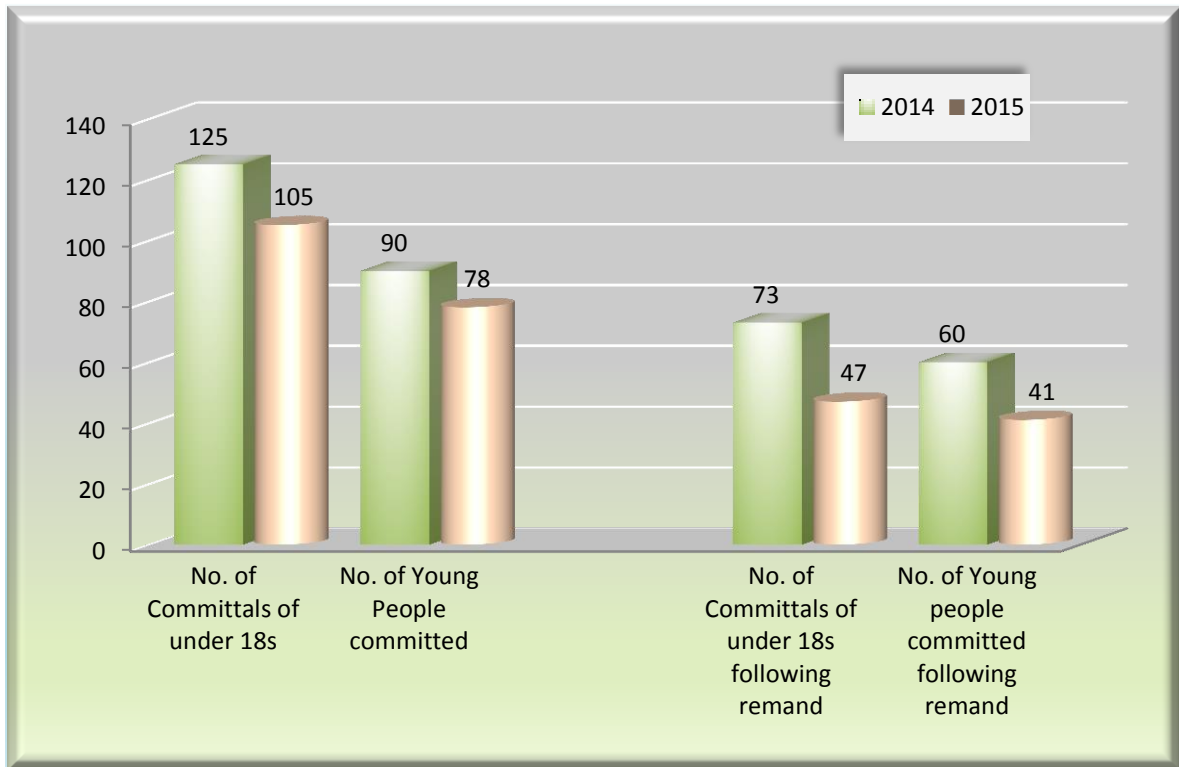
Note: Individual children may be subject to more than one remand or detention order in a calendar year.

**Females only*

Prison

Source: *Irish Prison Service*

No. of Committals / No. of Young People – 2014/2015 Comparison

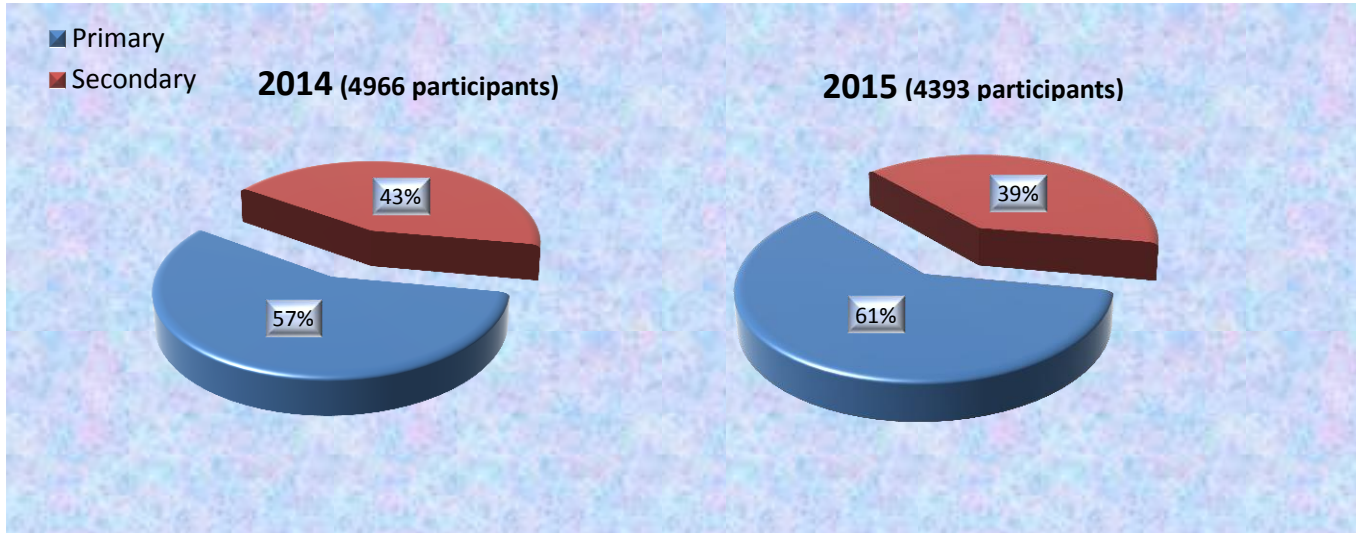


Note: A person can be committed more than once in a calendar year.

Garda Youth Diversion Projects

Source: Irish Youth Justice Service

Breakdown of Participants in GYDPs 2014 and 2015



Participant data in GYDPs 2014 and 2015

Participation information	2014			2015		
	Male	Female	Total	Male	Female	Total
Numbers of Participants at start of year	2385 (75%)	789 (25%)	3174	2194 (75%)	712 (25%)	2906
New Participants within the year	1314 (73%)	478 (27%)	1792	1120 (75%)	367 (25%)	1487
Total Participants within the year	3699 (74%)	1267 (26%)	4966	3314 (75%)	1079 (25%)	4393

Note: Primary participants are young people who have received a caution in relation to a crime committed by them and are referred to a GYDP. Secondary participants are young people who have not committed a crime but are at risk of offending and are referred to a GYDP.

