



MAKING IT COUNT

Improving the Measurement
of Effectiveness in the Irish
Youth Justice System

2019



[illegible]

Minister's Foreword

I am very glad to lend a word of support and appreciation for this important report from the Research Evidence into Policy, Programmes and Practice (REPPP) project, at the University of Limerick.

The Youth Justice system involves a range of state agencies and community partners, all of whom interact with young people and collect information to enable them to do their work. It is essential that we critically assess what we do with this information so that we make the best use of it. We constantly need to refine and improve programmes and projects, so that the resources which we have available will make the most impact for young people, for their families and for our society. We simply cannot do that without good quality data and effective systems for collecting it.

This report is about how we can make the most of the data we collect every day, and how our systems compare with six specially selected jurisdictions. The report shows that while we can certainly improve what we do at present, the other jurisdictions share many of the same problems. These include issues with data quality, lots of data derived from the activities of agencies and organisations, (inputs and outputs), but some lack of clarity on the outcome of all of this activity.

I want to acknowledge the enormous amount of work which has gone into this report, authored by John Reddy of the REPPP. I am very pleased that John's work will continue during 2019 to assist in the development of a minimum dataset for youth justice in Ireland.

This report comes at an important time, when we have just commenced work to develop a new national Youth Justice Strategy. With a clearer picture of what we are doing we will be better placed to assess its effects and how we can improve our efforts into the future.



David Stanton, T.D.

Minister of State

Department of Justice and Equality

With responsibility for Equality, Immigration and Integration



Improving the Measurement of Effectiveness in the Irish Youth Justice System

Research Team: Mr John Reddy and Dr Sean Redmond

How to Cite: Reddy, J. and Redmond, S. (2019) *Improving the Measurement of Effectiveness in the Irish Youth Justice System*. Research Evidence into Policy, Programmes and Practice (REPPP) Project, University of Limerick.

About the Research Evidence into Policy, Programmes and Practice (REPPP) Project

The REPPP project is a strategic research partnership between the Department of Children and Youth Affairs and the School of Law at the University of Limerick. REPPP's purpose is to contribute to improving the evidence-base for policy, programme and practice reform in relation to youth crime in Ireland. The project implements practically focused research studies linking directly with policy priorities identified by Irish Youth Justice Service, informed by multiple sources of evidence and focused on better outcomes for children. REPPP examines the *policy* relevance of research evidence but also *programmes* and *practice*, in recognition that reforms in the area of human programmes require change in all these areas to achieve substantial traction.

Acknowledgements: The research team is grateful to all who contributed to the study and especially the Irish and international experts who shared their knowledge, expertise and understanding of data collection and measurement in youth justice. Thanks to the funders of this research, the Irish Research Council and the Department of Justice and Equality. A special thanks also to our reviewers, Dr Johnny Connolly, Dr Eimear Spain, Dr Catherine Naughton and Deirdre Fullerton.

ISBN: 9781911620167 - DOI: <https://dx.doi.org/10.31880/10344/7684>

Copyright © Research Evidence into Policy, Programmes and Practice (REPPP) Project, 2019.

For further information, please contact: Research Evidence into Policy, Programmes and Practice (REPPP) Project, School of Law, University of Limerick, Limerick, Ireland.

Tel: 0035361234829 **Email:** REPPP@ul.ie **Web:** <https://ulsites.ul.ie/law/reppp> **TW:** [@REPPP4](https://twitter.com/REPPP4)

The authors are responsible for the choice and presentation of views expressed in this report and for opinions expressed herein.

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted, in any form or by any means, electronic, mechanical, photocopying, recording or otherwise, without the prior permission in writing of the copyright holder. For rights of translation or reproduction, applications should be made to Ireland.

Abbreviations

ACTS	Assessment, Consultation and Therapy Service (Ireland)
ADAD	Adolescent Drug Abuse Diagnosis (Sweden)
AOC	Administration Office of the Courts (Washington)
BVH	Basic Enforcement Services (The Netherlands)
CBS	Central Bureau of Statistics (The Netherlands)
CHS	Children's Hearing System (Scotland)
CJS	Community Justice Scotland
CJSWRs	Criminal Justice Social Work Reports (Scotland)
CMAP	Case Management Assessment Process (Washington)
CMS	Case Management Systems
COS	Coordination of Services (Washington)
CSEW	The Crime Survey for England and Wales
CSOL	Courts Service Online (Ireland)
CYCJ	The Centre for Youth and Criminal Justice (Scotland)
DCYA	Department of Children and Youth Affairs (Ireland)
DEI	Database Effective Interventions (The Netherlands)
DOK	Documentation Systems in Abuse (Sweden)
DSHS	Department of Social and Health Services (Washington)
EBPI	Evidence-Based Practice Institute (Washington)
EBPs	Evidence-Based Practices (and Programmes)
EEI	Early and Effective Intervention (Scotland)
EET	Education and Employment Training (Washington)
FFT	Functional Family Therapy
FIT	Family Integrated Transitions (Washington)
FRAME	The Framework for Risk Assessment, Management and Evaluation (Scotland)
GIRFEC	Getting It Right for Every Child (Scotland)
GSAS	An Garda Síochána Analysis Service (Ireland)
GYDP	Garda Youth Diversion Projects (Ireland)
HKS	Recognition Service System (The Netherlands)
IDTR	Interactive Dependency Timeliness Report (Washington)
IJYS	Irish Youth Justice Service
JAS	Justice Analytical Services (Scotland)
JCJC	Juvenile Court Judges Committee (Pennsylvania)
JDAI	Juvenile Detention Alternatives Initiative (Washington)
JDS	Judicial Documentation System (The Netherlands)
JIS	Judicial Information System (Washington)
JJSES	Juvenile Justice System Enhancement Strategy (Pennsylvania)

JLO	Juvenile Liaison Officer (Ireland)
LA	Local Authority
LEI	Library of Effective Interventions (England and Wales)
MI	Motivational Interviewing
MST	Multi-systemic Therapy
MZJ	The Youth Delinquency Survey (The Netherlands)
NJI	The Netherlands Youth Institute
NDM	The National Drug Monitor Annual Reports (The Netherlands)
NTU	National Security Survey (Sweden)
OBJD	The Research and Policy Database for Judicial Documentation (The Netherlands)
OJJDP	Office for Juvenile Justice and Delinquency Prevention (USA)
PACT	Positive Achievement Change Tool (Washington)
PaJCMS	The Pennsylvania Juvenile Case Management System
PAYS	The Pennsylvania Youth Surveys
PNC	Police National Computer (England and Wales)
PULSE	Police Using Leading Systems Effectively (Ireland)
RNR	Risk Need Responsivity
RP	Relapse Prevention
SAG	State Advisory Group (USA)
SCJIS	Scottish Criminal Justice Information Systems
SCOMIS	Superior Court Management and Information System (Washington)
SCRA	The Scottish Children's Reporter Administration
SCS	Swedish Crime Survey
SiS	States Institutional Board (Sweden)
SPEP	The Standardized Program Evaluation Protocol (Pennsylvania)
SPPF	The Scottish Policing Performance Framework
SPS	Scottish Prison Service
SUB	National Crime Survey (Sweden)
TOC	Theory of Change
WAJCA	Washington Association of Juvenile Court Administrators
WA-PCJJ	Washington State Partnership Council on Juvenile Justice
WARNS	Washington Assessment of the Risks and Needs of Students
WODC	WODC Research and Documentation Centre (The Netherlands)
WSA	Whole System Approach (Scotland)
WSART	Washington State Aggression Replacement Training
WSCCR	Washington State Center for Court Research
WSICJ	Washington State Institute for Criminal Justice
WSIPP	Washington State Institute for Public Policy

YJAF	Youth Justice Application Framework (England and Wales)
YJAP	Youth Justice Action Plan (Ireland)
YJB	Youth Justice Board (England and Wales)
YJIGs	Youth Justice Implementation Groups (Scotland)
YJIB	The Youth Justice Improvement Board (Scotland)
YLS/CMI	The Youth Level of Service/Case Management Inventory
YOTs	Youth Offending Teams (England and Wales)
YPP	Young Person's Probation (Ireland)

practitioners/service provider management of the contextual and risk factors influencing youth crime and offending. However, in the jurisdictions studied, attributing positive or negative outcomes for young people with system activities generally is considered difficult;

- Effective state and local partnerships are required in order to implement effective data collection and monitoring processes. State/local level collaboration on data involves negotiating data access and balancing system goals with local priorities;
- Effective reporting and up-to-date and accessible (user-friendly) criminal justice databases inform practice and system development. However, in each system, challenges exist in ensuring local compliance with system data and information needs. Disjointed data collection processes and the limited research and analytical capacity of some service providers and institutions make system-wide assessments in youth justice more difficult. Data may be unstructured (e.g. textual), incomplete or inputted incorrectly, and/or misinterpreted or understood differently by stakeholders; and
- Practitioner confidence in system measurement and reporting is important. According to experts, practitioners were compliant with and utilised data and measurement processes that they considered informed and improved youth justice practice and outcomes for young people.

Key Learning for Irish Youth Justice

The Irish youth justice system collects mostly contextual, input and output information. In some instances, data relating to the outcomes and impacts of these responses also are collected. The study found that data collected and analysed in order to assess the effectiveness of the Irish system generally is consistent with the types of information collected in international systems. However, reporting and research processes in larger jurisdictions with longer histories of implementing separate youth justice responses (from adult criminal justice) tend to be more extensive and consequently more varied in terms of the breadth of information collected and reported. Therefore, there is a greater range and depth (and detail) of data and information collected and analysed in several of the international youth justice systems reviewed when compared to Ireland's system.

Also similar to international practice, the effectiveness of the Irish system is assessed by analysing youth crime and offending data; for example, the level of referral (and the number of repeat referrals) to diversion and restorative programmes, and recorded outcomes of treatments and programmes provided in the system. Routine monitoring and evaluation processes implemented by service providers, periodic independent evaluation of interventions (in the diversion programme), and the increasing use of evidence-based practices in youth justice are evident in the Irish system. Youth justice institutions and youth service providers publish research and evaluation reports, and regular programme development, statistical updates, and annual reports are available.

The Views of Irish Experts

Irish justice experts identified a number of factors that they believed are important in the continued development of a data-driven youth justice system in Ireland. These include:

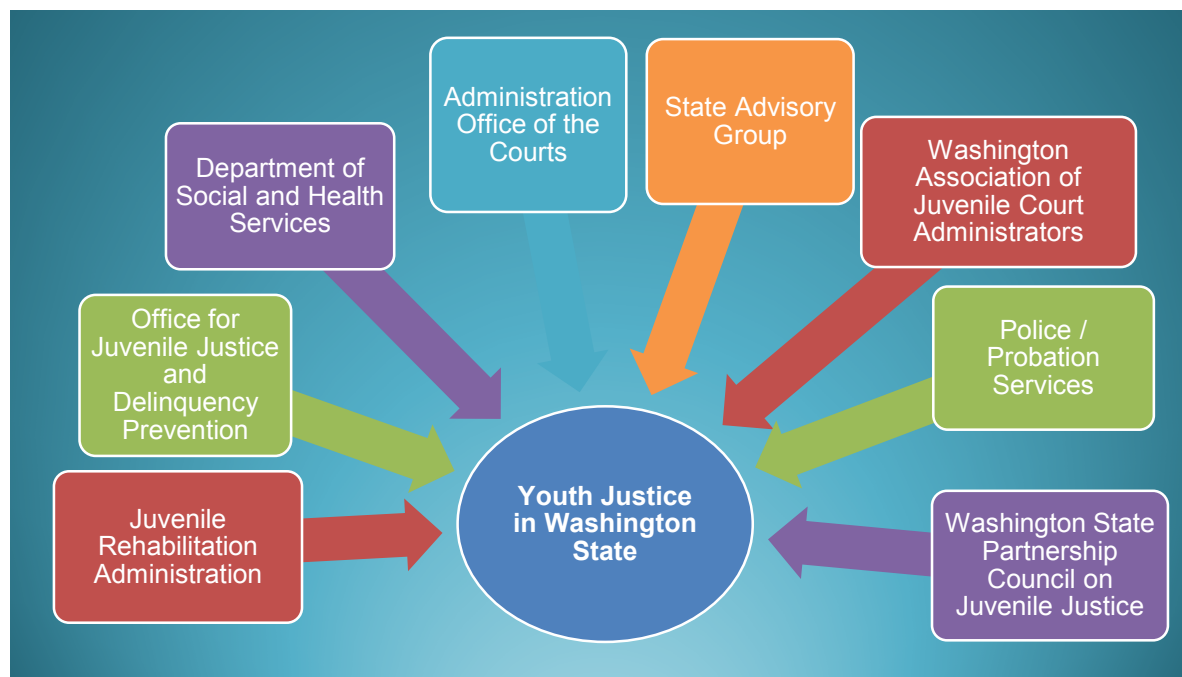
- There is a perceived need for a broader, aggregate analysis of data collected in the Irish youth justice system;
- The capacity to track/monitor (individual) youth interaction with the criminal justice system (e.g. a universal identifier) was identified by experts as important in the provision of effective responses to youth crime and offending;
- Better interagency partnership on data is required and is a key element in the development of integrated data collection and measurement systems;
- Data processes (e.g. youth crime and victimisation monitors and youth crime surveys) that provide information specific to youth justice and evidence of unreported crime are required to improve understanding of youth offending and victimisation;
- There is a need to develop protocols and standards (regarding data protection) to allow greater integration of data collection and analysis in the system;
- Practitioners need to be aware of the need for and the value of data collection and analysis in developing Ireland's youth justice system; and
- An evidenced-informed youth justice system requires effective leadership and support (from Government and from department and service agency management).

- 7 -

Categories	Themes
Context	Information about system strategies, reforms, and indicators in relation to measuring effectiveness and data collection (what they are looking for in the data and why).
Inputs	<p>System integration – Information about system-level and local-level factors in relation to measuring effectiveness and data collection;</p> <p>Implementation – Information about implementation processes, activities in relation to measuring effectiveness and data collection, and the factors influencing effectiveness measurement and data collection in systems;</p> <p>Mechanisms (attribution and system measurement) – Information about how data collection and measurement processes may indicate effectiveness or not.</p>
Outputs	Information about what is produced in a system in terms of data collection and effectiveness measurement, i.e. reporting on youth justice.
Outcomes and Impacts	Information about the perceived outcomes and impacts of data collection and policies and processes used to measure effectiveness.

Following this introduction, Chapter 2 presents findings from a review of international youth justice systems. In six case studies, the chapter describes the important data collection processes in each system and provides an analysis of expert opinion concerning the processes used to measure system effectiveness. Chapter 3 reviews data collection and system measurement processes in the Irish youth justice system. The chapter provides a case study analysis of expert opinion of data processes and measurement in Ireland's youth justice system. Chapter 4 presents an overview of the study's findings, identifying the important factors affecting and shaping data collection processes and system measurement in youth justice. Lastly, the strengths and limitations of the research strategy implemented are discussed.

Figure 1: Stakeholders in Washington State's Youth Justice System



2.2.2 Inputs: Measuring Effectiveness in Washington's Juvenile Justice System

The use of evidence-based practices and programmes (EBPs) are important elements in Washington State's response to juvenile crime and offending and how it determines the effectiveness of its system. Funding in the system is aligned with service provider capacity to produce demonstrative evidence of the effectiveness of services and programmes (DSHS, 2014). At county level, for example, funding criteria require that interventions with juvenile offenders are accountable, demonstrate clear links to positive outcomes and include a range of evidence-informed programmes and services (DSHS, 2014).

Since 2008, Washington's legislature has provided additional funding in order to expand evidence-based programming across the State. Programmes that have demonstrated positive outcomes, e.g. in reducing recidivism, and in improving cost effectiveness, have received increases in funding (DSHS, 2014). Counties that receive such funding use data generated from risk assessment instruments in order to identify (a) the intervention needs of youth and (b) the most appropriate EBPs for young offenders (DSHS, 2014: 39).¹¹ Examples of the EBPs include the Positive Achievement Change Tool (PACT), Functional Family Therapy (FFT), Washington State Aggression Replacement Training (WSART), Multi-systemic Therapy (MST), Family Integrated Transitions (FIT), Education and Employment Training (EET), and Coordination of Services (COS) with young offenders programme. EBPs are also used by Washington State's juvenile probation service. Probation programmes are evaluated periodically (typically sponsored by the Washington State Center for Court Research –

¹¹ A list of evidence-based programmes implemented in Washington State is included in Report 3.

2.2.2.1 *System Enhancement and Measuring Effectiveness in Washington State*

Washington State implements and promotes a range of research strategies and systems to collect and analyse juvenile justice data and to evaluate the effectiveness of its juvenile justice system. **The WSCCR**, for example, works to inform practice at local level by assisting in the identification of (and creating understanding of) evidence-based programme outcomes – e.g. calculating participation, completion and reoffending rates in probation programmes. In addition, the WSCCR collects and reports data regarding the racial and ethnic character of Washington's probation and juvenile justice system. Research outputs include state-wide annual, county-level and online reports.

WSCCR also collaborates with the Washington State Institute for Criminal Justice (WSICJ) at Washington State University in order to expand the State's longitudinal data system (among other things) (McCurley et al., 2017). The Education and Juvenile Court Dispositions report (McCurley et al., 2017), for example, focuses on school experience and outcomes for young offenders and considers juvenile justice involvement, sentencing type, probation, treatment completed, and disposition alternatives (McCurley et al., 2017). Similarly, data used in the Educational Data Grant Project explores school-related characteristics, school performance before contact with the criminal justice system and educational outcomes following a court appearance (McCurley et al., 2017). This research utilised diversion, probation, suspension, and disposition alternative and detention data.

Washington's **State Advisory Group (SAG)** reviews and reports on system effectiveness using data gathered in the juvenile justice system (DSHS, 2014). The SAG seeks to identify 'priority areas' in juvenile justice and, in collaboration with relevant stakeholders (e.g. WA-PCJJ), to use evidence to improve the system (DSHS, 2014: 43). In 2013 and 2014, the SAG identified system priorities as including: race/ethnicity disparities; evidence-based practices; targeting minority youth; aftercare and re-entry programmes; alternatives to custodial detention (e.g. the Juvenile Detention Alternatives Initiative – JDAI); initiatives to prevent truancy and early school-leaving (and expulsions); interventions to prevent gang membership; mental health; sexual exploitation; youth advocacy; and system enhancement (DSHS, 2014: 43).

The Washington State Institute for Public Policy (WSIPP) is at the forefront of the Washington Legislature's drive to identify and implement evidence-based policies and risk and need assessment practices (Hamilton et al., 2015). WSIPP evaluates research evidence and intervention programmes in order to identify policies across a range of topics – criminal and juvenile justice, education, child welfare, health, workforce development, and crime prevention. WSIPP seeks to inform policy-makers on what interventions indicate improved outcomes and estimates the benefits and costs associated with policy and programme options (WSIPP, 2017; Hamilton et al., 2015). Since 2012, WSIPP has engaged in identifying and assessing evidence-based and research-based practices in the areas of juvenile justice, child welfare and mental health (Evidence-based Practice Institute (EBPI) and WSIPP, 2017). The

results of this research are compiled and published as the Inventory of Evidence-Based, Research-Based, and Promising Practices in Children Services.¹² The Inventory is designed to provide policymakers with current and objective information and assessments of the outcomes of programmes and policies (e.g. reduced involvement in crime, improvements in health, cost effectiveness) (EBPI and WSIPP, 2017).

Box Two: System Integration and Measuring Effectiveness: The Views of the Experts

In determining effectiveness in its juvenile justice system, Washington maintains extensive partnerships with state agencies, universities and research agencies. These collaborations were identified as being ‘of central importance’ in developing best practice in juvenile justice and improving the system generally (Expert 2). Experts highlighted collaborations with the WSCCR, WSIPP and the EBPI at the University of Washington, for example, as helping to underpin and drive innovation in the system (e.g. risk management, evidence-based programming) and maintain standards in programme delivery (e.g. performance contract monitoring). Experts spoke about how such partnerships assisted in monitoring performance and best practice adherence among providers delivering services and implementing programmes in the system. For example:

‘...we have worked with them [e.g. WSCCR, WSIPP, and EBPI] as well around improving the system. A priority for us and our partnership is data- and performance-based outcomes, data evaluations...That has been responsible for developing and implementing a lot of best practice programmes’ (Expert 1)

‘...we do a lot of compliance and contract monitoring and technical assistance [WSCCR, WSIPP, and EBPI] to ensure that the work that’s being done is that we’re able to actually capture the data, assess the effectiveness and evaluate the outcomes of all of the contracts that we enter into and programmes that we’re funding’ (Expert 2)

Juvenile justice interventions are mostly provided at county level in Washington State, and primarily by private sector operators and community-based service providers. The experts identified the main local-level factors that affect data collection and effectiveness measurement as follows. (1) A county’s ability to collect, analyse and report on juvenile justice is largely dependent on its resource capacity. A county’s data and evidence capabilities can be ‘based on geography, based on population, based on community resources and these circumstances determine their ability to collect and report out data’ (Expert 2). This results in differing depths of juvenile justice analyses and reporting across the state. (2) Partnership between central data collection systems and county-level processes requires careful and accountable management. This involves negotiating data access and balancing system goals with county priorities. For example, experts when questioned about local-level factors and data collection commented:

‘...they [counties] do a lot of innovative best practices but they own their own data. So in terms of us getting access to that data we have to have a shared data agreement’ (Expert 1)

‘...we look at those things to see how we can help support them and to having access to resources to do that. But you definitely see that those counties that have the financial resources, higher population, have more abilities to get the data versus some of the lower populated, lower socioeconomic counties in our state’ (Expert 2)

¹² WSIPP defines a promising practice as one that based on initial research shows ‘potential for becoming a research-based or consensus-based practice’ (EBPI and WSIPP, 2017: 4). WSIPP inventories of evidence-based and promising practices are available on its website.

- 18 -

Context – Data determining the circumstances of youth crime and young offenders	Inputs – Data on youth justice system actions	Outputs – Data on what was provided by the youth justice system	Outcomes and Impacts – Data on what was achieved by the youth justice system
<ul style="list-style-type: none"> • Demographics, gender and race/ethnicity variables of young offenders; • Family environment; • School attendance, early school leaving and expulsion; • Youth deprivation, adolescent pregnancies, employment/unemployment; • Youth suicide and youth offender mental health; • Substance misuse; • Gang involvement and criminal history; and • Health, attitudes, behaviours (antisocial). 	<ul style="list-style-type: none"> • Juvenile court proceedings and legal representation; • Juvenile arrests and crime type; • Juvenile court/welfare referrals; • Juvenile court case referrals by disposition (i.e. diversion, commitment, etc.); • Juvenile detention population and the prevalence of detention among youth; • The numbers, rate of, and reasons for admissions to detention; and • Location of juvenile detention/ residential facilities. 	<ul style="list-style-type: none"> • Children in child protection and welfare system; • Children in placement; • Completion rates for juvenile justice and probation programmes; • Children in the juvenile justice system receiving counselling and mental health services; • Youth in the Rehabilitation Administration (i.e. the most serious juvenile offenders); • Duration of detention of youth; • State-wide and local programmes operating outside the formal youth justice system and which impact youth crime prevention or reduction; • Families availing of Family Reconciliation Services; and • Dispute resolution techniques and types of parenting plan provided. 	<ul style="list-style-type: none"> • Juvenile crime trends; • Recidivism rates; • Level of system involvement by youth; and • Education, development, and behaviour change outcomes following involvement in juvenile justice programmes.

Washington implements and promotes a range of data collection, research and survey strategies in order to create understanding of juvenile justice in the State and to evaluate the effectiveness of juvenile justice interventions. The State's evidence-based, data-driven approach to reducing recidivism and its focus on reducing youth interaction with the criminal justice system are described as key elements in achieving its overall juvenile justice goals. In Washington, the effectiveness of youth justice responses

2.3 Pennsylvania¹⁴

The State of Pennsylvania is located in the north-eastern and mid-Atlantic regions of the United States. Pennsylvania covers 120,000 km² in area and, in 2017, had a total population of 12.8 million, of which 20.5% were aged under 18 years. The State incorporates 67 counties, Harrisburg is its capital city and Philadelphia (pop. 1.6 million), and Pittsburgh (pop. 303,625) are its most populous cities.

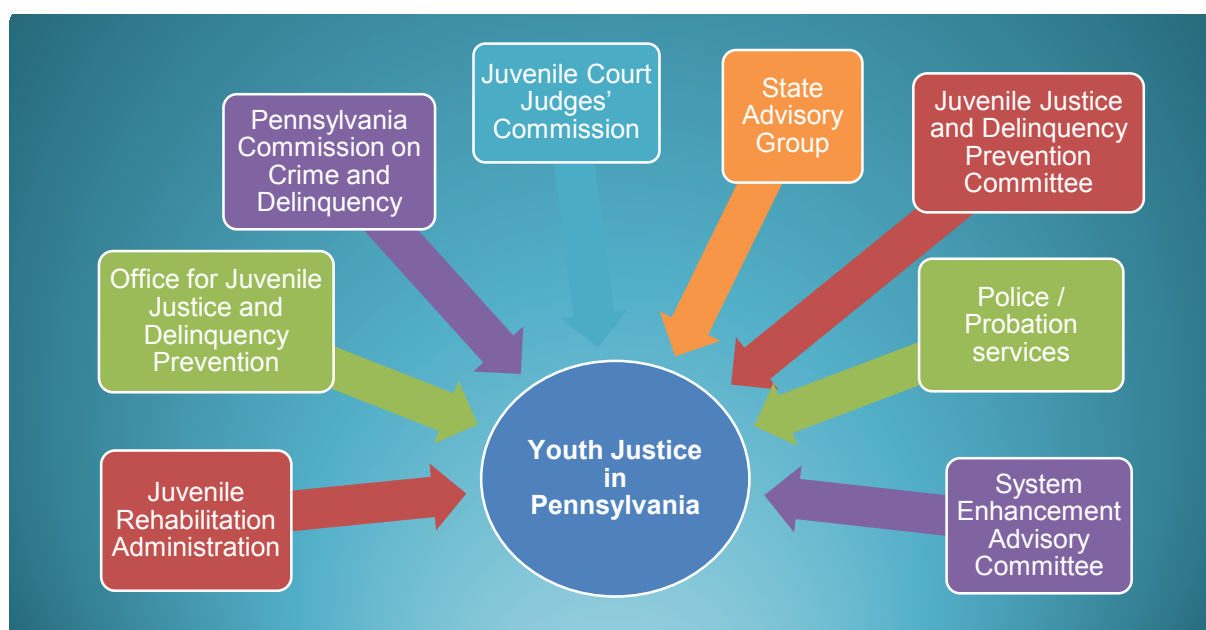


2.3.1 Context: Key Features of Youth Justice in Pennsylvania

Juvenile justice in Pennsylvania is described as being ‘balanced and restorative justice’. Public safety, individual accountability to victims and the community, and the social and educational development of young offenders are the important guiding values and priorities underpinning the operation of juvenile justice in the State. Pennsylvania places emphasis on victims’ needs, community participation in addressing youth crime and its consequences, and interagency responses to youth offenders.

Similarly to Washington State, the OJJDP funds research, education and training programmes, provides information on juvenile justice policy issues, disseminates information and research regarding juvenile justice, and provides support for the implementation of local programming efforts. At state level, several structures oversee the administration of juvenile justice and/or have research, monitoring and data collection functions (as outlined in Figure 2 and described in Table 4).

Figure 2: Stakeholders in Pennsylvania’s Youth Justice System



¹⁴ Demographic information was retrieved from the United States Census Bureau.

Table 6: Evidence-Based Practice Service Contracts (Pennsylvania)

The service contract should include an agreement to:

1. Train service providers in the factors that influence involvement in youth crime and in the principles of EBP designed to deal with risk, criminogenic need, and responsivity factors;
2. Establish multidimensional teams that include juvenile probation departments and service providers to conduct collaborative case management with youth and their families;
3. Define, collaboratively, a research-based process and treatment modality that will address the criminogenic needs of the juvenile;
4. Delineate both process and outcome measures for determining the success of the combined efforts of both the juvenile probation department and the service provider in assisting the youth to regain the path to normal adolescent development, thereby reducing the risk of future criminal activity; and
5. Evaluate, using tools such as the Standardized Programme Evaluation Protocol, how effectively the programme is matched to the needs of the youth and aligns with what the research evidence indicates works.

¹⁵ RNR principles aim to ensure treatments and responses advocated are attuned to the risk and learning style of the young person and in proportion to the criminogenic factors.

¹⁶ Youth justice services may provide a variety of services including drug misuse treatment, mental health treatment, education, and employment services and programmes (PCCD, 2012).

- 26 -

Table 7: Data Collected and Reported in Pennsylvania's Youth Justice System

Context – Data determining the circumstances of youth crime and young offenders	Inputs – Data on youth justice system actions	Outputs – Data on what was provided by the youth justice system	Outcomes and Impacts – Data on what was achieved by the youth justice system
<ul style="list-style-type: none"> • Type of offences alleged/ committed by youth; • Serious, violent and/ or chronic offenders; • Demographic variables of young offenders; • Youth behaviour and attitudes to crime and antisocial behaviour; • School attendance; • Delinquency risk factors; • Child welfare and protection; and • Health and socio-economic, education variables. 	<ul style="list-style-type: none"> • Court processes in juvenile justice – reported arrests, sentencing outcomes; • Number of and length of cases requiring a period of supervision; • Number of out-of-home placements; • Number of restitution orders issued; • Number of secure detention admissions and utilisation rates for detention facilities; • Rate of programme admission/ participation and programme type – development activity, addiction, educational or vocational activity; and • Number of youth ordered to pay into Crime Victims' Compensation Fund Costs. 	<ul style="list-style-type: none"> • Average length of stay (in months) of juveniles in out-of-home placement; • Dispositional and placement reviews; • Duration of custodial confinement; • Completed juvenile justice programmes; • Completed community service obligations; • Completed victim awareness programmes; and • Compliance with conditions of supervision. 	<ul style="list-style-type: none"> • Juvenile crime rates and trends; • Recidivism rates – where reoffending occurred and did not; • Improved development and life skills; • Victim-reporting satisfaction; • Community service hours completed – and associated monetary value to communities; • Annual monetary amount collected through restitution orders and the Crime Victims' Compensation Fund; and • Evidence of self-reported prosocial attitudes and values by youth completing youth justice programmatic interventions.

2.3.4 Pennsylvania: Summary

Public safety, victims' rights and needs, individual accountability, reducing recidivism, and promoting the development of young offenders are the important policy priorities in Pennsylvania's juvenile justice system. Since 2011, Pennsylvania has implemented the Juvenile Justice System Enhancement Strategy (JJSES). The JJSES aims to identify and determine the effectiveness of juvenile justice programmes and practices and to ensure the reasonable and efficient administration of the juvenile court system. The Juvenile Judges' Court Commission is of particular note as it provides juvenile courts, probation departments, and the Legislature with juvenile justice/offender information and data in annual Outcomes Measures, Disposition, and Detention Monitoring reports. Effectiveness in youth justice is measured in Pennsylvania through reduced recidivism rates, recorded crime trends (e.g. level of youth involvement in the criminal justice system), the completion of community service/restorative

Figure 3: Stakeholders in the Dutch Youth Justice System



2.4.2 Inputs: Measuring Effectiveness in the Dutch Youth Justice System

The **WODC Research and Documentation Centre** is the leading Dutch organisation providing knowledge in the areas of security, police, criminal justice (adult and youth), and civil and administrative justice. WODC fulfils its remit by conducting ‘in-house’ peer-reviewed research, collecting and publishing statistical information about criminal justice (including youth justice) and public safety, and by commissioning external research – via universities and research institutes (Barendregt et al., 2016). WODC maintains a research database with a range of study areas including youth crime, adolescent criminal law, evaluation of criminal and police policy, youth development and public safety (www.wodc.nl).

- 33 -

- **The Halt Programme** provides young offenders (youths aged 12 to 18 years who have committed a criminal offence) with alternative sanctions without this resulting in them having a criminal record (Buysse et al., 2017). In terms of data collection and effectiveness measurement, Halt utilises a signalling tool to screen for areas of concern and risk among youth. Screening is conducted in order to identify the intervention that is appropriate to the offence committed and the risk(s) that may have been influencing factors (Buysse et al., 2017). Halt aims to identify risk factors for recidivism and psychosocial issues, including domestic violence and/or child abuse and any request for care (Buysse et al., 2017).

On a quarterly basis, Halt's anonymised data on programme participants is shared with the WODC (and input into the Halt database system, AURAH).²⁴ These data are used to monitor youth crime and the efficiency of the system, and to inform juvenile and criminal law and policy decision-making. In addition, Halt shares data such as offender offences, age, region, and other demographics with WODC in relation to the SKM (criminal law chain) monitor and the ZSM monitor (a multi-agency committee with responsibility for coordinating youth justice services). Halt also shares programme participant data with municipalities, police departments and government departments, and the Dutch Central Statistical Office.²⁵

²⁴ Personal communication with Halt official 12/01/2018.

²⁵ Personal communication with Halt official 02/02/2018.

Table 8: Data Collected and Reported in the Dutch Youth Justice System

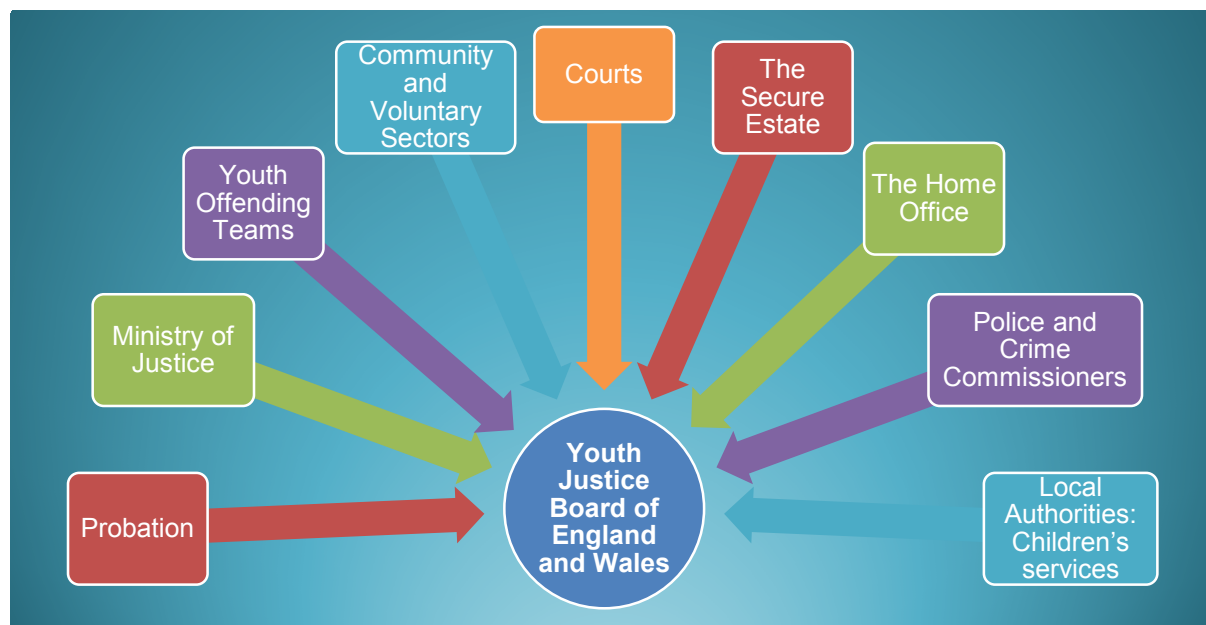
Context – Data determining the circumstances of youth crime and young offenders	Inputs – Data on youth justice system actions	Outputs – Data on what was provided by the youth justice system	Outcomes and Impacts – Data on what was achieved by the youth justice system
<ul style="list-style-type: none"> • Type of offences committed by youth; • History of criminal/antisocial activity and victimisation; • History of diversion sanctions, and the severity of offences; • Police intelligence on youth offending – where youth are suspected of committing crimes; • Demographics, gender and race/ethnicity variables; • Location and regional youth crime data; • School attendance and education/ personal development variables; • Family environment and social/peer relationships; • Youth behaviour problems and psychological wellbeing; • Child protection issues; and • Substance misuse. 	<ul style="list-style-type: none"> • Court processes in youth justice – reported arrests, sentencing outcomes; • ‘Timeliness’ in case processing; • Rates of custodial detention of youth; • Rates of programme admission/ participation and programme type – development activity, addiction, educational or vocational activity; and • Location of juvenile detention/ rehabilitation and residential facilities. 	<ul style="list-style-type: none"> • Duration of custodial confinement; • Completed juvenile justice programmes; and • Completed community service obligations. 	<ul style="list-style-type: none"> • Youth crime trends; • Recidivism rates; and • Education, development, and behaviour change outcomes following involvement in youth justice interventions/ programmes (recorded in monitoring and evaluation research).

2.4.4 The Netherlands: Summary

The Dutch system aims to encourage the development of young offenders, provide tailored behaviour-changing interventions, and ultimately reduce reoffending. Alternative sanctions under the national diversion programme, HALT, provide for preventive, behavioural change and restorative practices, restitution, and mediation processes. In terms of research and monitoring processes, the WODC maintains an extensive research database providing youth crime, adolescent criminal law, evaluation of criminal and police policy, and youth development and public safety information. Other significant data collection systems and processes include the Netherlands Youth Institute (NJI), the Dutch

- 40 -

Figure 4: Stakeholders in the Youth Justice System of England and Wales



2.5.2 Inputs: Measuring Effectiveness in the Youth Justice System in England and Wales

Youth justice in England and Wales primarily is assessed for its effectiveness on four key indicators of system performance. These are to (1) reduce the number of children in the youth justice system; (2) reduce youth recidivism; (3) improve the safety and wellbeing of children in the system; and (4) improve positive outcomes of children in the youth justice system (YJB, 2017). The mechanisms implemented to achieve system outcomes include (1) a statutory focus on supporting the development of effective practices in youth justice and (2) putting in place systems of oversight and support for the youth justice sector (YJB, 2014). Youth justice policy identifies services in the sector as accountable for the outcomes of young people in the system, and that they should be supported 'to develop the knowledge and skills to understand and address' the needs of young people (YJB, 2014: 5).

- 48 -

- 49 -

- 50 -

2.6 Sweden

Sweden is a Scandinavian country and European Union member located in northern Europe. In 2017, Sweden's population stood at 9.9 million, of which 17.6% were aged under 15 years and 11.7% were aged from 15 to 24 years. Sweden covers 438,600 km² in area and incorporates 20 provinces and 290 municipalities. Stockholm (pop. 1.5 million) is the capital city of Sweden and Gothenburg (pop. 572,799) and Malmö (pop. 301,706) are its next most populous cities.



2.6.1 Context: Key Features of Swedish Youth Justice

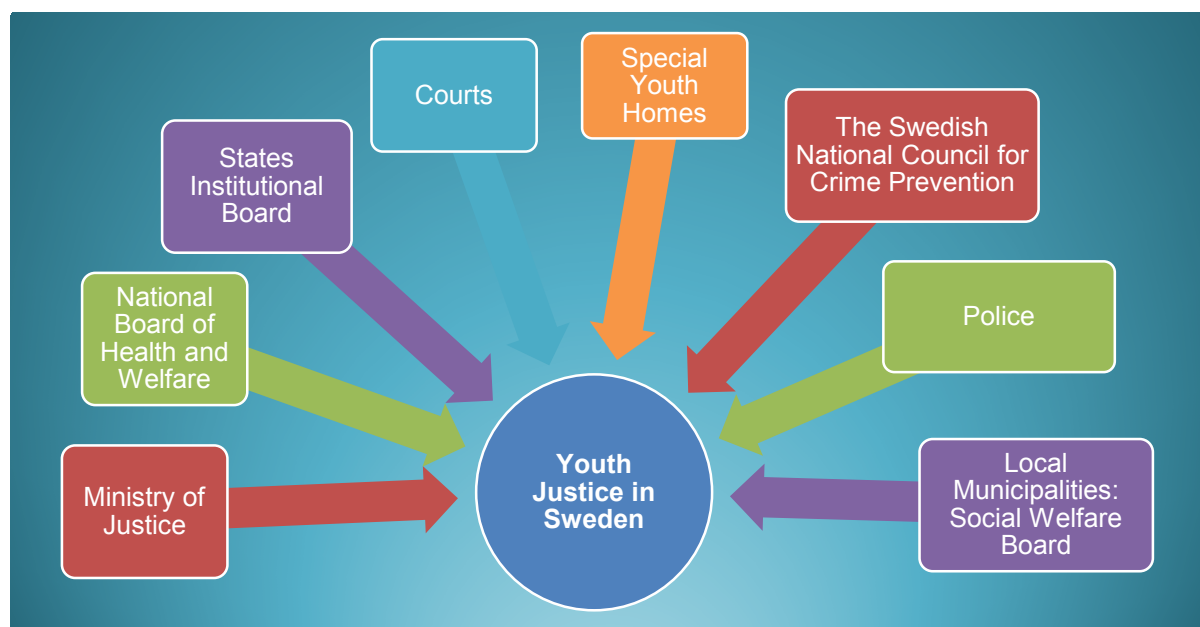
Sweden's welfare-based approach to youth justice primarily is based around diversion, rehabilitation, treatment and care, promoting citizenship, and the principle of proportionality (Lappi-Seppälä, 2015; Shannon, 2011). Special Youth Homes are managed and operated by the States Institutional Board (SiS) on behalf of Sweden's social services and provide treatment for juveniles sentenced to detention (Shannon, 2011). The Swedish National Council for Crime Prevention (Brottsförebyggande rådet – Brå), an agency under the Ministry of Justice, is the centre for research and development within the Swedish judicial system. Figure 5 describes the primary departments, agencies, and bodies in Swedish youth justice.

2.6.2 Inputs: Measuring Effectiveness in Sweden's Youth Justice System

Evidence-based practices and programmes are important elements in Sweden's response to youth crime. Youth requiring secure care in Special Youth Homes typically are aged from 15 to 17 years and have been convicted of a serious crime of violence – robbery, aggravated assault, rape, manslaughter, or murder (Shannon, 2011). SiS implements therapeutic evidence-based approaches and methods of treatment to support young people. These supports include cognitive behavioural therapy (CBT), Aggression Replacement Training (ART), Relapse Prevention (RP), Motivational Interviewing (MI), and individual psychotherapy. Young people also are provided with education while in SiS care (Shannon, 2011).

³⁷ Demographic and geographical information was retrieved from Eurostat (<http://ec.europa.eu/eurostat>).

Figure 5: Stakeholders in Swedish Youth Justice



2.6.2.1 Research, Monitoring and Data Collection

SiS engages in a range of child welfare, residential care, and youth justice related research and programme development activities. It administers funding of approximately SEK 30 million annually,³⁸ primarily used in programme development research conducted by SiS institutions and for independent research carried out by university- and college-based researchers (www.stat-inst.se/). In addition to ongoing monitoring and evaluation of youth care and treatment programmes and services, SiS is responsible for follow-up research and analysis of service user outcomes.

³⁸ In May 2018, SEK 30 million converts to €2,920,179.

2.6.3 Outputs: Reporting on Youth Justice in Sweden

SiS promotes and funds research of Sweden's care system and publishes a range of research and evaluation reports and programme development reports, summaries, and statistical reviews (which are available on its website).⁴⁰ Research topics and areas of study include youth and residential care, gender/ethnicity and the care system, evidence-based practice and programme development, school attendance and educational achievement, youth behaviour problems, conflict management, youth participation, addiction and care, and evaluation of instruments used in treatment and research (www.stat-inst.se/). Studies use quantitative and qualitative methodologies – and data sources including the DOK and ADAD database systems (www.stat-inst.se/).

Box Fourteen: System Integration and Measuring Effectiveness: The Views of the Experts

Central/Local Divide

In Sweden, local-level municipalities deliver youth justice responses. According to experts, local prioritisation (in data collection) and an urban/rural divide in terms of the level of service provision have delayed the development of nationwide standardised measuring systems. For example:

'...most of the work with young offenders, or people that come into contact with the justice system, is conducted by the social services. And the social services are governed at the municipal level. So each municipality decides, more or less itself, how to work with young offenders' (Expert 3)

'...since these municipalities all work independently, the idea of gathering data centrally is very difficult. Because first you have to get all the municipalities to do things in the same way. And that's a very difficult thing to do. And I don't think there's been a, there's no indication that the government itself has wanted to follow the outcomes, of the system, in place for young offenders in any great detail' (Expert 2)

Expert 3 questioned the value of system-wide data collection. She viewed local-level research with experimental design methodologies as being of more benefit than 'big data' processes in measuring system effectiveness. She felt the system should capitalise on practitioner expertise, with the research aim being to help practitioners implement effective practices and services.

'I don't think that we have in our system any systematic way of knowing we are successful in what we do or effective or not. I mean we hear about people doing well but we don't really have any systematic data use and also the usually the young people they are at our place quite short time in their lives' (Expert 1)

'...we don't have big data systems. But that we don't have a tradition of evaluation. Neither in the social services, or in the police. I also think how can we follow up this, with a control group, or a controlled area. Like then you could increase I think knowledge and knowledge perspectives, at the local level. And I think that's what we need' (Expert 3)

⁴⁰ SiS has published Annual Reports (2001–2016), SiS Annual Statistics (2002–2016), DOK Annual Reports (2004–2010), and ADAD Reports (2004–2010). SiS research reports are published under the Institutional Care in Focus series and primarily focus on research with young people and their interactions with the child welfare system.

Context – Data determining the circumstances of youth crime and young offenders	Inputs – Data on youth justice system actions	Outputs – Data on what was provided by the youth justice system	Outcomes and Impacts – Data on what was achieved by the youth justice system
<ul style="list-style-type: none"> • Type of offences committed by youth; • History of criminal/antisocial activity and victimisation; • Demographics, gender and race/ethnicity variables of young offenders; • Health and leisure activities; • Socio-economic and accommodation variables; • School attendance and education variables; • Family environment and social/peer relationships; • Youth behaviour and attitudes to crime, antisocial behaviour; • Youth behaviour problems and psychological wellbeing; and • Substance misuse. 	<ul style="list-style-type: none"> • Number of out-of-home placements; • Number of secure and special home placements; • Youth interaction with social/child welfare services; • Youth participation in education programmes while in secure care; • Youth participation in care and addiction programmes; • Court processes involving youth, reported arrests, suspected offences; • Number of admissions to 'special home' detention; and • Number of admissions to probation supervision. 	<ul style="list-style-type: none"> • Duration of secure and special home placements; • Completion rates for youth in special care who participate in education programmes; and • Completion rates for youth in special care who participate in psychological treatment programmes. 	<ul style="list-style-type: none"> • Recidivism rates; • Youth crime trends; • Recorded outcomes of treatments and programmes completed by youth in out-of-home and special care; and • Recorded educational outcomes following involvement in the juvenile justice system.

Sweden implements a welfare-based approach to youth justice (closed youth care institutions instead of prison), emphasising principles of proportionality, rehabilitation, treatment and care, and promoting citizenship. Two organisations are tasked with system enhancement responsibilities and with research, monitoring and data collection. (1) The State Institutional Board (SiS) promotes and funds research of Sweden's care system and publishes a range of research, evaluation, and programme development reports, summaries and statistical reviews. (2) The Swedish National Council for Crime Prevention (Brå) publishes a range of statistical analyses – e.g. the annual National Crime Survey (SUB), National

- 59 -

2.7 Scotland⁴¹

Scotland is a part of the United Kingdom and is located in the north of Europe. In 2017, Scotland's population was estimated to be 5.4 million, of which 17% were aged 15 or under. Scotland covers 80,077 km² in area and is subject to the administration of both the UK Government in London and the Scottish Government in Edinburgh. Edinburgh (pop. 507,170) is the capital city of Scotland and Glasgow (pop. 615,070) is its most populous city. There are 32 council areas with responsibility for all areas of local government.

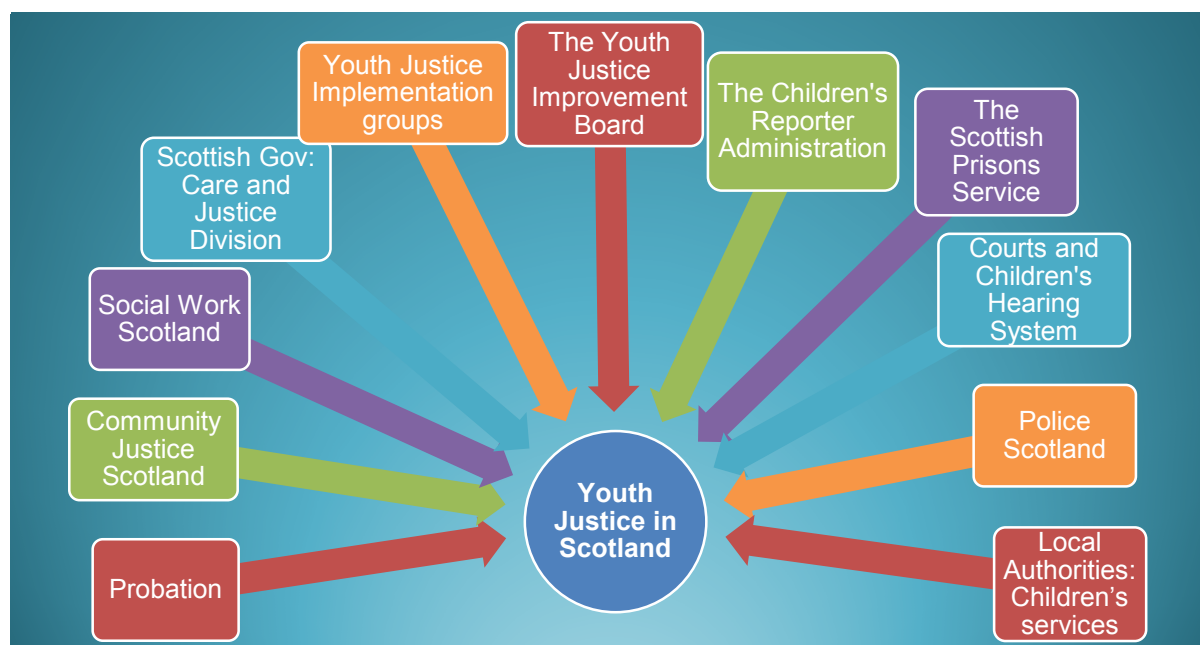


2.7.1 Context: Key Features of Scottish Youth Justice

Since 2011, Scotland has implemented a 'Whole System Approach' (WSA) to service provision to vulnerable young people (Centre for Youth and Criminal Justice (CYCJ), 2017a). In 2015, the Scottish Government launched its youth justice strategy 'Getting it Right for Every Child' – GIRFEC. Under GIRFEC, youth justice agencies in Scotland are mandated to minimise youth contact with the criminal justice system by providing timely, supportive, and effective interventions (CYCJ, 2017b). Interventions should be oriented towards preventing recidivism and have developmental and educational aspects (CYCJ, 2017a). Where youth are suspects in serious crime and diversion, therefore, is not possible, youth justice services should aim 'to support children through the Children's Hearings System (CHS) to ensure their welfare remains a key consideration' (CYCJ, 2017a: 3). Figure 6 describes the primary departments, agencies, and bodies in Scottish youth justice.

⁴¹ Demographic information was retrieved from the Office for National Statistics [GB] and the Scottish Government (<http://www.gov.scot>).

Figure 6: Stakeholders in the Scottish Youth Justice System



The adoption of the WSA should be considered in relation to the findings of Scottish longitudinal research (Edinburgh Study of Youth Transitions and Crime) published in 2007. The study of 4,300 young offenders found that imprisoning juveniles was ineffective in reducing youth crime (McAra and McVie, 2007b). The research findings indicated that youth contact with formal criminal justice agencies ‘can increase the likelihood of their reoffending; conversely, diversion from statutory measures, prosecution and custody, together with early intervention and robust community alternatives are more likely to result in positive outcomes for young people involved in offending’ (McAra and McVie, 2007 cited in K. Murray et al., 2015: 10). Against this backdrop, the WSA supports:

- Early and Effective Intervention (EEI);
- Maximising opportunities to divert young people from prosecution;
- Providing court support to young people;
- Increasing community alternatives to secure care and custody;
- Managing high-risk youth offenders; and
- Improving reintegration and transitions back into the community (K. Murray et al., 2015: 6).

2.7.2 Inputs: Measuring Effectiveness in Scotland’s Youth Justice System

2.7.2.1 Research, Monitoring and Data Collection

Scotland implements a relatively extensive programme of research and monitoring. This includes audit and inspection, statistical gathering systems and processes in order to provide accountability, oversight and evidence-based knowledge and understanding of youth justice and children’s services generally (Mitchell et al., 2015). In addition, Scotland’s 32 local authorities are responsible for collecting and

- 62 -

people and to reducing the impact of offending on victims and communities' (Scottish Government, 2017: 3).

- The multi-agency **Youth Justice Implementation Groups** (YJIGs) incorporate three policy areas: (1) Advancing the Whole System Approach; (2) Improving Life Chances; and (3) Developing Capacity and Improvement. An important aspect of the Group's work is identifying and promoting effective youth justice practice (CYCJ, 2017b). YJIGs (in particular, the Developing Capacity and Improvement group) seek to enhance data collection and the use of evidence in implementing Scotland's youth justice strategy (CYCJ, 2017b).
- **The Centre for Youth and Criminal Justice** (CYCJ) provides support and guidance to policymakers, local authorities, and service providers in order to improve understanding and knowledge of early and effective interventions with young offenders and to help identify and promote good practice in youth justice (CYCJ, 2017b). Data used in CYCJ research typically is sourced from the Scottish Government, the Scottish Prison Service (SPS), Criminal Justice Social Work Reports (CJSWRs), the Children's Hearing System (e.g. data regarding diversion referrals, types of offences, and compulsory supervision orders), and Scotland Excel.⁴² In addition to research and developing training and practice capacities across the system, the CYCJ is responsible for the implementation of the Interventions for Vulnerable Youth (IVY), which seeks to promote best practice in mental health risk assessment and management (CYCJ, 2017b).
- **The Justice Analytical Services** (JAS) is a Scottish Government-funded body that works with a range of justice stakeholders to provide analytical advice and support in the areas of criminal and civil justice. A key aim of the JAS is to maximise the use and impact of evidence across the justice system (Scottish Government JAS, 2016). Data used in JAS research and statistical publications typically is sourced from official government publications and from Scottish justice analytical services, i.e. criminal court proceedings data.⁴³
- **Community Justice Scotland (CJS)** is a recently established (launched in 2017) statutory organisation tasked with identifying and promoting best practice in the justice system (CYCJ, 2017b). Among CJS's stated purposes is to 'develop expertise, provide advice and support improvements to prevent and reduce offending in Scotland' (CYCJ, 2017b: 11).

⁴² Scotland Excel is a non-profit service funded by Scotland's 32 local authorities. It records, among other things, the number of young people in secure care and provides procurement expertise for the local government sector.

⁴³ Personal communication with a JAS official 16/01/2018.

provides information on the early intervention and diversionary interventions that are available in the system (CYCJ, 2017a).

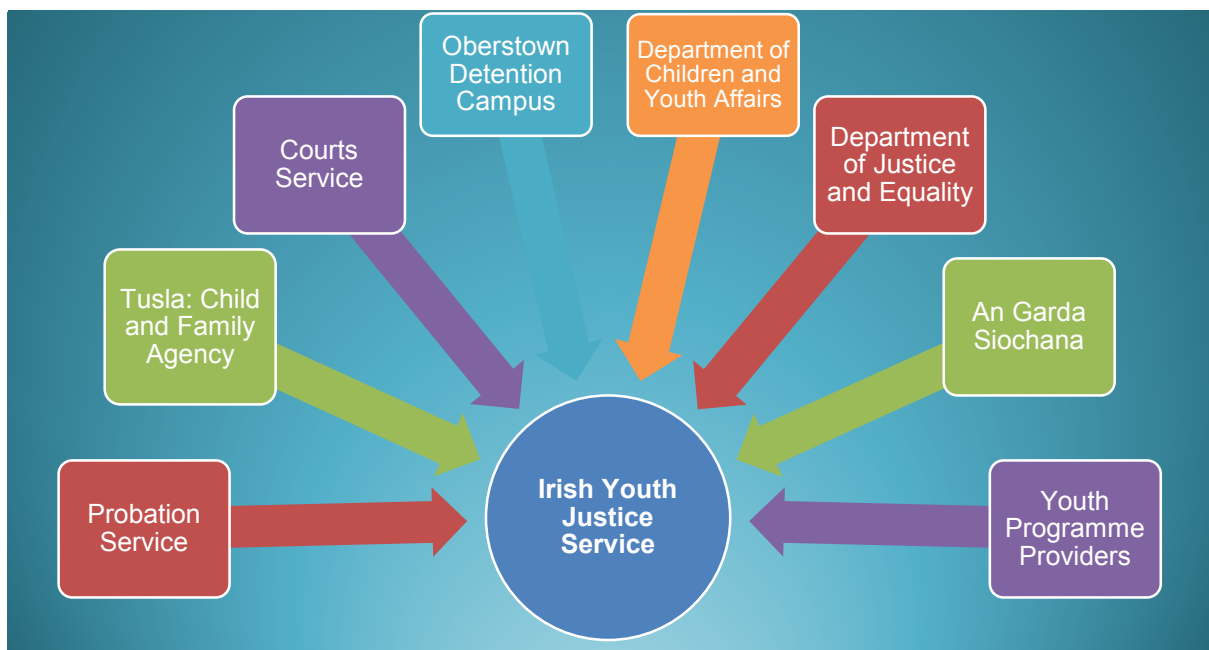
- **Criminal Justice Social Work Reports (CJSWRs)** are prepared by social workers, assist in the sentencing process, and provide a range of information to the courts (e.g. offender demographic, medical, and current/previous offence information, offence information, victim information). The CJSWR also provides information on social work processes and analyses how interventions may affect offending behaviour.
- **The Framework for Risk Assessment, Management and Evaluation (FRAME)** benchmarks risk-assessment practice across agencies working with young offenders in order 'to bring consistency to the way in which agencies assess, manage and evaluate the risk presented by offending behaviour' (Scottish Government, 2014: 6). FRAME identifies five standards for risk practice for service providers:
 - Risk assessment – involves identifying, analysing, and evaluating key information and data;
 - Planning and Responding to Change – to avoid multi-system/agency contact by children/youth, risk management planning should involve child-centred approaches and tools, taking account of risks and needs, and integrated into a single plan;
 - Risk Management Measures – interventions, sanctions monitoring, supervision, victim safety, planning tailored to the needs of the young person;
 - Partnership Working – effective coordination, collaboration, and (responsible) communication; and
 - Quality Assurance – risk assessments by qualified, skilled, knowledgeable, and competent practitioners (Scottish Government, 2014).
- **Asset/Asset Plus** are the primary risk assessment instruments used in the Scottish youth justice system (Section 2.5.2.2 provides a description of the Asset/Asset Plus tools).
- The **Scottish Criminal Justice Information Systems (SCJIS)** programme, established in 1994, has led to the development of common standards and automated information sharing and exchange among criminal justice services (Audit Scotland, 2011). According to Audit Scotland (2011), the SCJIS has improved electronic data sharing in the Scottish criminal justice system, and stakeholder organisations consider their system more integrated than other jurisdictions as a consequence. However, they also report that the goal of implementing more efficient data collection and sharing has been slowed because frequently services have 'prioritised IT developments towards meeting their own needs and there have been limited incentives to invest in developments, which could deliver benefits to the system as a whole' (Audit Scotland, 2011: 24).

Context – Data determining the circumstances of youth crime and young offenders	Inputs – Data on youth justice system actions	Outputs – Data on what was provided by the youth justice system	Outcomes and Impacts – Data on what was achieved by the youth justice system
<ul style="list-style-type: none"> • Number and types of offences committed by youth; • Demographics, gender, and race/ethnicity variables of young offenders; • Youth behaviour, substance misuse, lifestyle variables; • Attitudes to crime and antisocial behaviour; • Motivation to change; • Family environment and accommodation; • Social/peer relationships; • Psychological wellbeing and suicide attempts; and • Delinquency and crime risk factors. 	<ul style="list-style-type: none"> • Number and rates of custodial and secure detention of youth; • Number of admissions to probation supervision; • Court processes involving youth; • Numbers referred to Children's Hearing System; and • Numbers receiving early interventions and/or referred to diversion programmes. 	<ul style="list-style-type: none"> • Early intervention and diversionary interventions available in the system; and • Children in child protection and welfare system. 	<ul style="list-style-type: none"> • Recidivism rates; • Youth crime trends; and • Education, development, and behaviour change outcomes following involvement in youth justice interventions /programmes (recorded in monitoring and evaluation research).

The Scottish youth justice system aims to minimise youth contact with the criminal justice system by providing supportive and effective interventions. Collaborations among government departments, universities, and research organisations are considered important, generating research, evaluation, and programme development evidence across a range of services, policies, and initiatives relevant to youth justice. Statutory supported bodies and agencies provide research material, statistical data, and information on youth crime and on the early intervention and diversionary interventions that are available in the system.

- 68 -

Figure 7: Stakeholders in the Irish Youth Justice System in 2017



The Children Act 2001 is the primary legislation supporting strategic crime prevention initiatives implemented by a network of government departments and service agencies (Convery and Seymour, 2016; Sargent, 2014). The Act underpins a child-centred youth justice system, combining the rehabilitation of young offenders and the diversion of offenders away from crime and involvement in the criminal justice system. Accountability on the part of the young person for his or her actions and strengthening the role of the family are important features of the Act and the youth justice system it governs (IYJS, 2006). Legislation requires that the detention of youth be used only as a last resort and only for the most serious offences (Convery and Seymour, 2016). Table 12 outlines the policy priorities identified as guiding Irish youth justice (see Reddy, 2018).

Juvenile Liaison Officers and aim to assist young people's development and engagement in pro-social activities.⁴⁸

3.4 Inputs and Outputs: Measuring Effectiveness in Ireland's Youth Justice System

System inputs and outputs in relation to data collection and assessing youth justice information include:

- **The Garda PULSE (Police Using Leading Systems Effectively)** IT system is used to record crime-related incidents and intelligence reports.⁴⁹ PULSE allows users to record possible criminal incidents and record information in investigations of crimes and criminal activity as they proceed, including arrest and court outcomes (Office of the Data Protection Commissioner (ODPC), 2014). The system allows Gardaí to record multiple incidents related to one person (ODPC, 2014). Data recorded about those under 18 years of age is held in a PULSE Youth Referral. A youth referral may include detections or intelligence information – offence, location and demographics, and social and economic background information. The Garda Information Services Centre (GISC), established in 2006, reviews data submitted by Gardaí into the PULSE system (ODPC, 2014).
- **The IYJS** publishes research, evaluation, and programme development and annual reports, which are available on the IYJS website.
- **The Diversion Programme:** Since 2004, the **Committee Appointed to Monitor the Effectiveness of the Diversion Programme** has published an annual report on the operation of the Diversion Programme.⁵⁰ An Garda Síochána Analysis Service provides statistical data used in reports to the Committee (Policing Authority, no date). The report provides a structural overview of the programme and the interagency collaboration that facilitates the implementation of the diversion programme. Reports highlight any programme developments that occurred during the year in question, review its operation, and identify any needs required to improve the programme, e.g. best-practice training and evaluation and monitoring methodologies – and challenges and/or risks (An Garda Síochána, 2016). The reports also provide statistical information concerning youth offending, referrals to the diversion programme (e.g. data regarding young people receiving single and multiple referrals) and referral to diversion projects and restorative interventions (An Garda Síochána, 2016).
- **Garda Youth Diversion Projects (GYDPs)**
At the time of writing (2018), 105 GYDPs were implemented by community-based youth service organisations. Each diversion project produces an Annual Plan that contains logic models to describe how its implemented activities will reduce youth crime and offending. The annual plans present quantitative and qualitative data and information including:
 - Emerging regional or national youth crime and disorder trends;

⁴⁸ Report 1 provides the policy background and a detailed description of the Diversion Programme and Garda Youth Diversion Projects.

⁴⁹ An Garda Síochána is the national police service of the Republic of Ireland.

⁵⁰ The committee includes members of An Garda Síochána, legal and youth work professionals, and academics.

- Local youth crime and antisocial behaviour statistics and patterns (including availability of alcohol and drugs);
- A GYDP's location and demographic information;
- Project referrals and number and types of offences/antisocial activity committed by youth (including self-reported crime and antisocial behaviour); and
- Project participant demographic and background information.

The annual plans also present information in relation to proximal project outcomes, e.g. reducing a young person's impulsivity and improving empathy and prosocial behaviour, and long-term outcomes, e.g. reducing local alcohol-related offences including public order, criminal damage, trespass and assault, and reduction in the level of substance misuse and increased employability. The plans describe the interventions implemented in GYDPs to achieve such outcomes (GYDP, 2018). In addition, some programmes (e.g. A Life of Choices and Changing Habits and Reaching Targets – CHART) delivered by youth organisations (e.g. Foróige)⁵¹ as a part of the diversion programme have been subjected to independent evaluation (GYDP, 2018).

GYDPs collect YLS/CMI data and information. This data includes participant recidivism risk assessment, treatment/intervention needs, family/parenting circumstances, education and employment, peer relationships, substance misuse, personality and behaviour, attitudes and orientation, self-esteem, personal distress, intellectual capacity, learning development and disability, physical and mental health, and motivation and culture (GYDP, 2018).

- **An Garda Síochána Analysis Service (GSAS)** provides youth justice-related information to Garda Juvenile Liaison Officers and the Diversion Programme in order to facilitate planning and programme development. Data shared with stakeholders includes statistical data and information regarding youth referrals to diversion programmes, demographic information, the number and type of offences by children and youth, and decisions made by Gardaí (e.g. informal, formal caution, not suitable for caution). Statistical information is analysed on an annual basis and compared to results from the previous 12-month period. GSAS data is sourced from the Garda PULSE system. In terms of oversight, the Police Authority has a general overview function in relation to research and statistics/data produced by the GSAS.
- **The Probation Service** publishes annual reports and monthly statistical updates concerning service provision to offenders both in communities and in custody. Information and data primarily is sourced from the Service's data (IT) Case Tracking System and includes data and information regarding adult offenders and those under 18 years. This data includes the number of court referrals, numbers of offenders receiving supervision in the community, and the type of service(s) provided.

⁵¹ A Life of Choices is a group work resource which enables facilitators to explore crime and offending behaviour with young people. Changing Habits and Reaching Targets is an offending behaviour programme.

- 75 -

from young people's administrative files, and, particularly, the capacity to track service use and young people's circumstances annually at a designated time point.

- **The Courts Service** is responsible for the administration and management of the courts in Ireland (Courts Service, 2017). In terms of data collection and assessment, the service collects and compiles data on youth offenders (received from the Garda PULSE system) to facilitate court processes.⁵⁸ The service currently (2018) is updating its integrated case management system and has introduced the Courts Service Online (CSOL), providing the capacity for electronic case processing (Courts Service ICT Strategy Statement 2016–2018). The service is committed to extending use 'of public sector shared service arrangements and exploiting new technologies, especially in relation to online services and in particular in support of the Government's ICT Strategy 2015 based on the Build to Share model' (Courts Service ICT Strategy Statement 2016–2018: 3).
- **Tusla (Special Care Services):** Child protection and welfare are the primary priorities for Tusla – Child and Family Agency. In terms of data collection and assessment relevant to the youth justice system, Tusla's Special Care Service collects background demographic and education information from children and youth on arrival into care. As a placement proceeds, education, treatment, and intervention information and data are collected on an ongoing basis and again when children are exiting care.⁵⁹ In addition to the completion of a daily journal documenting a young person's placement experience, a multidisciplinary team (ACTS) assesses children across a range of clinical areas – including psychological, psychiatry, speech and language, childcare, social work – in order to develop an intervention plan for each child.

Data and information also are collected in relation to children missing from care and children who abscond or engage in physical and verbal aggression (while in placement), violence, and/or substance misuse. In 2018, Tusla Special Care Services began piloting a new model of care, '*The Welltree Model*'. Under Welltree, information and data – in relation to wellbeing, education, engagement with staff, a young person's abilities – are collected from young people at the beginning, middle, and end of a care placement. This is suggested as providing the capacity to assess the outcomes of secure care placement for children.⁶⁰

- Other potential sources of data and information about youth crime and offending include monitoring and evaluation processes implemented by youth justice and child welfare service providers (e.g. in interventions implemented under the Diversion Programme, Bail Supervision Programme, and Young Person's Probation). The expansion of diversion projects, youth probation services, the development of high-support, special care units, and the National Children Detention Campus have increased regulation of the youth justice sector. Greater attention on compliance with best practice and service delivery standards, formal tendering processes and the use of service agreements, and evaluating outcomes and the effectiveness of programmes and services are requirements in public

⁵⁸ Personal communication with a Courts Service official.

⁵⁹ Personal communication with a Tusla official.

⁶⁰ Personal communication with a Tusla official.

Table 14: Data Collected in Ireland's Youth Justice System

Context – Data determining the circumstances of youth crime and young offenders	Inputs – Data on youth justice system actions	Outputs – Data on what was provided by the youth justice system	Outcomes and Impacts – Data on what was achieved by the youth justice system
<ul style="list-style-type: none"> • Number and type of offences committed by youth; • Location of crime/suspected incident; • Local area crime/antisocial behaviour data and recorded trends; • Number and type of suspected offences; • History of criminal/antisocial activity and victimisation; • Demographics, gender and race/ethnicity variables of young offenders; • Health and leisure activities; • Lone parenthood; • Socio-economic and accommodation variables; • School attendance and education variables; • Family environment and social/peer relationships; • Number of bereaved youth in detention (Oberstown); • Youth behaviour and attitudes to crime, antisocial behaviour; • Youth behaviour problems and psychological wellbeing; and • Substance misuse. 	<ul style="list-style-type: none"> • Number and type of youth referrals to GYDPs/restorative programmes; • Number of secure and special home placements; • Number and type of youth referrals to Oberstown CDC • Youth contact with social services; • Youth participation in education programmes while in placement; • Number of admissions to probation supervision; • Rates of programme admission/participation and programme type – development activity, addiction, educational or vocational activity; • Court processes in youth justice – reported arrests, sentencing outcomes; and • Number of admissions to 'special home' detention. 	<ul style="list-style-type: none"> • Early intervention and diversionary interventions available in the system; • Staff training in GYDPs; • Evaluation, and monitoring practice in GYDPs; • Operational information from GYDPs; • Placement experience information; • Completed youth justice programmes; • Youth missing from care, or who have absconded; and • Youth engagement with staff. 	<ul style="list-style-type: none"> • Multiple referrals to the diversion programme; • Youth crime trends; • Recorded outcomes of treatments and programmes completed by youth in out-of-home and special care; and • Educational/vocational outcomes following involvement in the youth justice system.⁶²

⁶² Outcome information is reported in evaluations of interventions and programmes implemented by service providers (e.g. Foróige youth organisation) on behalf of youth justice services.

'We need a real attempt at the criminal justice sector level to try and get a handle on all the relevant data and particularly a person's pathway through the system and how often they're going through the system and all that goes with it' (Expert 4)

happening. So we actually had to go back onto the ground and actually speak to individuals further in relation to that' (Expert 7)

'...the link between the two [PULSE and CCTS] is really difficult and just how the IT systems are set up, it's very difficult to say this is person who committed this crime, at this time, the court outcome is this and so on' (Expert 1)

2. Experts identified a need to develop protocols and standards to allow greater integration of data collection and analysis in the system. While agreement for the need for greater data and research cooperation was universal, commentary conflicted in terms of whether data gathered from children/young people by child welfare or from those diverted from criminal justice could or should be shared across the system.⁶⁴ For example:

'This is where there's a bit of a problem, you know, in that a young person who's admitted to the Diversion Programme is being guided, steered away from the criminal justice system. So there's a fundamental question in terms of whether the details on that young person should be shared in the criminal justice system' (Expert 4)

'I think the data allows you to actually act on something. We have been able to you know get cross-service support in relation to developing protocols because of the data that we brought together from both sides has been very useful and having the data on the table was very useful' (Expert 7)

3. The capacity to analyse and effectively use data and information routinely collected by agencies was identified as a significant factor affecting service planning and development. Experts described service agencies as having differing data and research capacities and agendas. Some were described as being at the early stages of implementing data processes, while others were described as experiencing difficulties managing the large amount of data and information gathered. For example:

'There's an awful lot [of data] collected here. We've age profiles, we've all of that, we have areas of where courts took place...But what's missing here is the analysis or the skill to be able to go in and say I've done analysis of the past six months and here's what it's telling us' (Expert 6)

Experts spoke about the need to utilise data collected by practitioners in the course of their work with young people. According to one, data has been requested periodically from his service and analysed by other agencies and departments but, in general, data routinely collected by his agency tends not to be fully analysed or used. He described data processes as *'inherited'* and spoke about how frequently practitioners *'gather up data and sometimes they don't know why they've gathered it up and people don't know what to do with it'* (Expert 6). Another representative believed the capacity of agencies to process large amounts of data was problematic and restricted wider system analysis. He commented that his service *'haven't had the time to even analyse our own data let alone think about how we compare that data with the data from elsewhere'* (Expert 4).

⁶⁴ Section 258 of the Children Act 2001 stipulates non-disclosure of criminal convictions of minor offenders.

- 'Definitely the online would be the way to go, it'd be clean data, there won't be any area for errors...a lot of our time is spent chasing the projects and the youth justice workers for to fill this in or can you return that...there's a big chunk of time to identify where the error is and then send it back to them to update' (Expert 5)*

- 84 -

made any overall assessment upon which to plan and implement preventive responses more difficult (Expert 1). Another commented that *'probation, prisons, and courts, they are only dealing with crimes that are detected'* and so criminal justice data is considered 'weak' as a consequence (Expert 2).

'...a lot of crimes happen which aren't reported, then you'll get crimes that are seen by the public and they're afraid to report, or they think Guards can't do anything so they won't report it, there's reasons why the actual number recorded doesn't reflect reality' (Expert 1)

3. Experts identified that data and reporting systems need to be 'meaningful' for practitioners collecting data. In addition to heightening awareness of the value of datasets and information systems within organisations and departments, practitioner confidence in data processes is important. This is achieved, according to two experts, if data processes inform and improve youth justice practice and services, and ultimately help practitioners to provide better outcomes for young people.

'...if we are to do it right we need to show them [practitioners] okay, you have provided us with all this information and this is what we've done as a result of that' (Expert 7)

3.5 Ireland: Summary

Irish youth justice policy supports the implementation of comprehensive integrated strategies and responses required to prevent youth crime and offending. The system prioritises expanding and developing welfare and justice responses to youth offending. Interventions range from preventive and early intervention initiatives – diversion, restorative justice, and community sanctions – to protection measures such as detention schools, high support, and special care. Youth justice agencies aim to provide welfare, development, and educational programmes that improve youth behaviour, reduce recidivism, and, when necessary, prepare young people for re-entry into society.

In Ireland, youth justice programmes and practice are assessed through a range of monitoring and research processes. In order to monitor, plan, and develop programmes and services, agencies and institutions analyse data gathered from An Garda Síochána's PULSE IT system and from risk assessment and case management processes (e.g. gathered using the YLS/CMI tools, The Probation Service's CTS and Oberstown's CEHOP framework). Youth justice institutions and agencies also collect data and information through multidisciplinary committees in order to monitor service provision and inform interventions with young offenders. Routine monitoring and evaluation processes, periodic independent evaluation of interventions, and the increasing use of evidence-based practices in youth justice are evident in the system. In addition, youth justice institutions and youth service providers publish research and evaluation reports, and regular programme development reports, statistical updates, and annual reports.

The Irish system collects mostly contextual information (i.e. data determining the circumstances of youth crime and young offenders) and inputs and output information (i.e. data concerning system actions and service provision), and to a lesser extent the outcomes and impacts of these responses. System effectiveness is assessed through crime trends and the level of referrals (and number of repeat referrals) to the diversion programme, and recorded outcomes of treatments and programmes provided to participants in diversion and restorative programmes (e.g. on completion of educational/vocational and behavioural interventions).

Irish experts identified a number of factors they felt were important in delivering a data-driven service model in youth justice:

1. Standardised (and digitalised) data collection and measurement processes were needed so that a broader, aggregate analysis of youth justice data collected in the system could be maintained;
2. Effective interagency partnership (on data collection) was identified as necessary if data collection and analysis is to be productive. According to experts, partnership on data was key to achieving a multidisciplinary understanding of youth offending and if the often complex needs of youth offenders are to be promoted;
3. A need for a more comprehensive analysis of the extent of a young person's interaction with the criminal justice (and child welfare) systems was highlighted as an important need. The introduction of practices (e.g. interagency data sharing and a universal identifier for young people who enter the system) that could provide agencies and practitioners with the capacity to track service use were identified as important in efforts to deliver effective responses to youth offending (e.g. to plan, develop, and monitor interventions and programmes);
4. Experts identified a need to develop protocols and standards to allow greater integration of data sharing and analysis in the system;
5. Data and research processes that provide information specific to youth justice are required in order to enhance overall understanding of youth crime and offending;
6. Evidence of the levels of unreported youth crime and victimisation (e.g. through youth self-report crime and victimisation surveys) is required in order to improve understanding of youth crime and offending; and
7. Effective leadership and practitioner awareness of the need for and value of data collection and analysis were identified as being necessary components in developing data and measurement processes in Ireland's youth justice system.

Table 15: Data Collection and Measurement in Youth Justice

Inputs and outputs: Strategies and Processes	Wash	Penn	Ned	Eng / Wal	Swe	Scot	Ire
Agencies/bodies with specific responsibility for data and measurement processes in youth justice	✓	✓	✓	✓	✓	✓	✓
Risk assessment (mostly electronic based)	✓	✓	✓	✓	✓	✓	✓
Case management processes (mostly electronic based)	✓	✓	✓	✓	✗	✗	✗
System-wide electronic youth justice data collection and reporting hubs	✓	✓	✓	✓	✗	✗	✗
Youth justice-specific databases (youth crime monitor, EBP databases)	✓	✓	✓	✓	✓	✓	✓
Research partnerships with research bodies/ universities concerning youth justice	✓	✓	✓	✓	✓	✓	✓
Research and evaluation of youth justice – systematic reviews, randomised and experimental research, and inventories of EBP	✓	✓	✓	✓	✓	✓	✓
Expert (accreditation) committees to evaluate and benchmark EBPs and interventions	✓	✓	✓	✓	✓	✓	✗
Reporting on youth justice (incl. statistics) (accessible to practitioners/public)	✓	✓	✓	✓	✓	✓	✓
Youth (specific) crime surveys (longitudinal)	✓	✓	✓	✓	✓	✓	✗

4.2.2 Measuring System Effectiveness

In the international systems reviewed, data collection, monitoring and evaluation, and research processes produce extensive youth crime and offending information. Youth justice information and data mostly concerns contextual information (i.e. data determining the circumstances of youth crime and young offenders) and input and output information (i.e. data regarding system actions and service provision) and to a lesser extent the outcomes and impacts of these responses. The study found (from an analysis of system reporting and data collection processes and of expert opinion) that the effectiveness of youth justice responses is predominantly assessed in systems through recidivism

⁶⁶ A national youth justice/child welfare data and information system is under development in Scotland (2018).

⁶⁷ The Crime Survey for England and Wales (CSEW) collects information about crime and victimisation from adults and, since 2009, from youth under 16 years. The Growing up in Ireland study collects some information specific to youth interaction with the criminal justice system and includes questions about drugs, smoking and alcohol use.

An important objective of this research was to identify innovative and efficient ways to measure effectiveness in youth justice systems. Of importance are collection practices and reporting processes that support and promote the use of evidence and which are not present in the Irish system and may have the potential to improve system assessment. Table 16 details processes and reporting strategies employed in systems that were identified as promising in this regard. These include research and analysis of court processes involving youth; reporting and monitoring processes that provide information about youth recidivism and outcomes for youth in the criminal justice system; youth crime and victimisation surveys; national (IT) information management systems and databases; and EBP accreditation expert committees.

Table 16: Evidence-Informed Data Collection Processes and Practices in Youth Justice⁶⁸

Promising Practices and Reporting	Jurisdictions	Description	Value
Studies of court and system processes: (timeliness), The Interactive Dependency Timeliness Report (IDTR)	The Netherlands, Washington, Scotland	Provide data on throughput times or 'timeliness' in case processing. The IDTR is a web-based application that provides practitioners with the capacity to access information about the timeliness of case processing.	Provides insight into the performance and credibility of the system. Allows for case-specific comparisons and assessments of system progress at local level.
Reporting: Outcomes Measures Reports and Recidivism Reports	Pennsylvania	Aggregate reports of outcomes for young offenders. Includes information related to demographic variables, data on youth cases and sanctions during a reporting period. Data on national and local-level recidivism rates. Includes information related to demographic variables, offence and disposition variables, out-of-home service variables, and serious, violent, and/or chronic offenders.	Provides the capacity to assess the performance of the youth justice system. (NB: difficulties in attributing positive or negative outcomes with system activities, leaving varying degrees of plausible association between the inputs and outcomes reported, were reported by system experts interviewed in this study)
Monitoring Youth Crime: The Dutch Recidivism Monitor, The Juvenile Crime Monitor	The Netherlands	Long-term continuous research projects (reporting bi-annually) conducting standardised measurements of juvenile crime and recidivism among diverse groups of offenders.	Provides an overview of criminal justice interventions and the capacity to map youth and adult interaction with the criminal justice system. Records measurements at fixed time points, allowing analysis of results within groups of offenders (adult and juvenile) and types of offences.
Youth crime and victimisation surveys: The Youth Delinquency Survey (MZJ), The Crime Survey for England and Wales, The Swedish School Survey on Crime, The Washington Assessment of the Risks and Needs of Students, The Pennsylvania's Youth Surveys.	The Netherlands England and Wales Sweden	Nationally representative youth surveys conducted to complement police statistics in order to better describe youth crime and offending. Surveys examine youth victimisation and youth involvement in crime and antisocial behaviour and can gather data in relation to aggression and defiance, depression and	Provides self-reporting data that allows a partial view of offences and offenders who may not have been detected by the police. Allows for indications of the level of unreported youth crime and victimisation.

⁶⁸ Report 3: A Review of Six Youth Justice Systems (2019) describes in more detail the processes and practices presented in Table 16.

Promising Practices and Reporting	Jurisdictions	Description	Value
	Washington Pennsylvania	anxiety, substance misuse, peer deviance, family environment, and school engagement, and measure experiences related to healthy social, emotional, and educational development	
EBP accreditation committees: The Subcommittee on Judicial Interventions, Youth Justice Board, Inventory of Evidence-Based, Research-Based, and Promising Practices (WSIPP), The Standardized Program Evaluation Protocol, The Scottish Accreditation Panel for Offending Programmes.	The Netherlands England and Wales Washington Pennsylvania Scotland	Expert bodies and processes that assess offending behaviour programmes to see whether they help, or may help, to reduce or prevent recidivism and reintegrate offenders into society.	Provides up-to-date validated information on effective interventions and on the working mechanisms of offender programmes. Identifies and assesses evidence-based and research based practices in the areas of juvenile justice, child welfare and mental health.
Information management systems: The Youth Justice Application Framework (YJAF), Case Management Assessment Process (CMAP), The Pennsylvania Juvenile Case Management System (PaJCMS), The Adolescent Drug Abuse Diagnosis (ADAD), AURAH database system.	England and Wales Pennsylvania Washington Sweden The Netherlands	Electronic records of youth offenders, compliance with conditions of supervision, and youth-specific crime and offence information.	Facilitates practitioner reporting, monitoring and data collection and knowledge transfer in the youth justice system. Provides youth crime data and the capacity to assess the efficiency of system processes. Informs youth and criminal law and policy decision-making.
Databases: The Youth Justice Resource Hub, The Pennsylvania Electronic Juvenile Justice Databook	England and Wales Pennsylvania	Online resources containing examples of effective youth justice practices, online development and volunteering opportunities, and youth justice research.	Provides up-to-date and easily accessible research and statistical analyses and enables multidisciplinary, multi-agency knowledge transfer.
Online resources: The Live Tracking Tool (accessed through the YJB Reducing Reoffending toolkit, which is part of the YJAF system).	England and Wales	Tracks individual young offenders. Allows access to data inputted by practitioners, which provides the capacity to monitor change in a young person's circumstances and thereby make better case management decision-making (e.g. timing and programme type).	A tracking tool allows (from routine data collected in the system) the identification (in real time) of trends in offending and system responses so that decisions can be made in terms of commissioning, design of interventions and the use of resources to improve performance.

- 98 -

- 99 -

Hamilton, Z., Van Wormer, J. and Barnoski, R. (2015) *PACT Validation and Weighting Results: Technical Report*. Chehalis, WA: Washington Association of Juvenile Court Administrators and the Department of Criminal Justice and Criminology, Washington State University.

Hilverdink, P., Daamen, W. and Vink, C. (2015) *Children and Youth Support and Care in the Netherlands*. Utrecht: Netherlands Youth Institute

Inspectorate of Security and Justice (2017) *Work Plan 2017*. The Hague. Available at:

<https://www.inspectie-jenv.nl/english/publicaties/jaarplannen/2017/01/17/2017-work-programme>

Interagency Panel on Juvenile Justice, The (2010) *Criteria for the Design and Evaluation of Juvenile Justice Reform Programmes*. New York: United Nations Office on Drugs and Crime. Available at:

https://www.unodc.org/pdf/criminal_justice/Criteria_for_the_Design_and_Evaluation_of_Juvenile_Justice_Reform_Programmes.pdf

Irish Youth Justice Service (2006) *Report of the Youth Justice Review*. Dublin: IYJS.

Irish Youth Justice Service (2008) *National Youth Justice Strategy 2008–2010*. Dublin: IYJS.

Irish Youth Justice Service (2012) *Progress Report on Garda Youth Diversion Project Development 2009–2012*. Dublin: IYJS.

Irish Youth Justice Service (2014) *Tackling Youth Crime – Youth Justice Action Plan, 2014–2018*. Dublin: Stationery Office

Irish Youth Justice Service and Young Persons Probation (2011) *Working in Partnership with Communities to Reduce Youth Offending: A baseline report of community based projects supported by Young Persons Probation and the Irish Youth Justice Service*. Dublin: Stationery Office.

Justice Analytical Service (2017) *Analytical Programme 2017-2018*. The Scottish Government.

Juvenile Court Judges' Commission (no date) *Evidence-based Practice in Juvenile Justice: Bench Card*. Available at:

www.pachiefprobationofficersorganisation.org and www.jcjc.state.pa.us

Juvenile Court Judges' Commission (2013) *YLS and Case Plan Bench Card*. Available at: www.jcjc.state.pa.us

Kronberga, I. and Sile, S. (2015) *Keeping Youth Away from Crime: Searching for Best European Practices*.

Lappi-Seppala, T. (2015) Juvenile Justice without a Juvenile Court: A Note on Scandinavian Exceptionalism. In F. E. Zimring, M. Langer, and D. S. Tanenhaus (Eds) *Juvenile Justice in Global Perspective*. New York: New York University Press.

Scottish Government, The (2014) *Framework for Risk Assessment Management and Evaluation (FRAME) for Local Authorities and Partners for Children and Young People under 18. Young People Who Offend (Managing High Risk and Transitions) Revised Guidance – November 2014*. Edinburgh. Available at:

<http://www.gov.scot/Resource/0046/00466882.pdf>

Scottish Government, The (2015) *Preventing Offending: Getting It Right for Children and Young People*. Edinburgh. Available at:

<http://www.gov.scot/Resource/0047/00479251.pdf>

Scottish Government, The (2017) *Progress Report on Implementation of the Youth Justice Strategy. Scottish Government*. Edinburgh. Available at:

<http://www.gov.scot/Resource/0052/00521348.pdf>

Scottish Government Justice Analytical Services (2016) *Analytical Programme 2016–17*. Edinburgh. Available at:

<https://www.gov.scot/Topics/Research/by-topic/crime-and-justice/JAS-Programme-2012-13>

Shannon, D. (2011) *Follow-up of Youths Admitted to SiS Youth Care Facilities 1997–2001*. Stockholm: Statens Institutionsstyrelse – SiS.

Shaw, A. and Canavan, J. (2016) *Commissioning in Ireland: Exploring the Landscape for Child and Family Services: A Literature Review*. The UNESCO Child and Family Research Centre, the National University of Ireland, Galway. Available at:

http://www.childandfamilyresearch.ie/media/unescochildandfamilyresearchcentre/dmpfilesmaster/2017_Introducing-Commissioning-in-Ireland.-Establishing-a-Baseline-final_digital.pdf

Spanjaard, H. and van der Put, C. (2012) Landelijk Instrumentarium Jeugdstrafrechtsketen. *Proces*, Vol. 91, No. 5, pp. 355–370.

Statens Institutionsstyrelse (2005) *Årsrapport ADAD 2004* (Allmän SiS-rapport No. 2005:9). Stockholm: Statens Institutionsstyrelse – SiS.

Strand, P.S., Gotch, C.M., French, B.F. and Beaver, J.L. (2017) Factor Structure and Invariance of an Adolescent Risks and Needs Assessment. *Assessment*, doi: 10.1177/1073191117706021.

Struiksma, N., Woestenburg, N., Anema, K., Boxum, C. and Winter, H. (2016) Everything Right in One Go – To Shorter Turnaround Times in the Criminal Justice Chain: *Quick Scan about Experiences and Expectations with Regard to Lead Times in VPS Projects*. University of Groningen – Pro Facto and WODC (Dutch Research and Documentation Centre), Ministry of Security and Justice (in Dutch). Available at:

https://www.wodc.nl/binaries/2690-volledige-tekst_tcm28-74396.pdf

Swedish National Council for Crime Prevention, The (Brå) (2017) *Swedish Crime Survey 2016. English Summary of Brå Report*. Available at:

https://www.bra.se/download/18.4a33c027159a89523b17c401/1487173975453/Summary_NTU_2016.pdf

Ybrandt, H. (2013) A Normative Study of the Swedish Adolescent Drug Abuse Diagnosis (ADAD) *Journal of Substance Use*, Vol. 18, No. 2, pp. 138–147.

Youth Justice Board of England and Wales (2013a) *Community Safeguarding and Public Protection Incidents (CSPI) – Standard Operating Procedures for Youth Offending Teams Notification and Learning*. London: Youth Justice Board of England and Wales Available at:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/598311/CSPI_procedures.pdf

Youth Justice Board of England and Wales (2013b) *National Standards for Youth Justice Services*. London: Youth Justice Board of England and Wales. Available at:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/296274/national-standards-youth-justice-services.pdf

Youth Justice Board of England and Wales (2014) *Children and Young People First: Welsh Government/Youth Justice Board joint strategy to improve services for young people from Wales at risk of becoming involved in, or in, the youth justice system*. Cardiff: Welsh Government and Youth Justice Board of England and Wales. Available at:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/374572/Youth_Justice_Strategy_English.PDF

Youth Justice Board of England and Wales (2015) *Effective Practice Standards of Evidence*. London: YJB Effective Practice Team, Youth Justice Board of England and Wales.

Youth Justice Board of England and Wales (2017a) *Youth Justice Board for England and Wales: Business Plan 2017/18*. London: Youth Justice Board of England and Wales. Available at:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/660018/yjb-business-plan-2017-18.pdf

Youth Justice Board of England and Wales (2017b) *Annual Report and Accounts 2016/17*. London: Youth Justice Board of England and Wales. Available at:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/630203/YJB_Annual_Report_and_Accounts_2016-17_Print_Ready.pdf

Youth Justice Board of England and Wales (2017c) YOT Data Recording Requirements 2017/18 Data submission to the YJB by YOTs in England and Wales. London: Youth Justice Board of England and Wales. Available at:

file:///C:/Users/03795462/Documents/Data_Recording_Requirements_2017-18Zv1.0.pdf

Zimring, F.E., Langer, M. and Tanenhaus, D.S. (2015) Introduction. In F.E. Zimring, M. Langer and D.S. Tanenhaus (Eds) *Juvenile Justice in Global Perspective*. New York: New York University Press.

Websites

Children and Young People Now

<https://www.cypnow.co.uk>

EPISCenter

6.3 Appendix C: Interview Protocols for Irish and International Experts

<p>Introduction: (1) Describe study; confirm consent; restate ethical guidelines and confidentiality parameters;</p> <p>(2) Ask interviewee to confirm their name and position and to briefly describe their organisation in terms of services to young offenders and their role in it.</p>	5 mins
<p>Q. Can you describe/give an overview of how data is collected in relation to children/young offenders /?</p> <p>Q. What are the main ways (e.g. the processes and procedures) used by the service to monitor effectiveness? (1. Routine data collection – risk assessment & case management 2. EBP research and evaluation)</p> <p>Q. Who collects data? Who is responsible?</p> <p>Q. What are the important indicators (outcomes for youth) that tell us how the service performed? What are you looking for in the data you collect?</p> <p>(e.g. reducing first time offending, reducing the numbers of children in custody, reducing recidivisms is a specific period, say 12 months, etc.);</p> <p>Q. Why these? In your view, what value is there in doing this?</p> <p>Q. Ireland has an integrated system (Gardai, Tusla and youth services, courts). What impacts (strengths/challenges) does this have in terms of data collection for your service? partnerships/data sharing</p> <p>Q. Are there systems of (independent) inspection that your service is subjected to? How does this shape your data collection priorities?</p>	20 mins
<p>Q. From your perspective, what do you feel is the most useful and effective way of getting the information/data you need?</p> <p>Q. What features of your service or organisation facilitate or impact data collection? e.g. practices (instruments and tools); designated monitoring and inspection; training in evidence-based practice</p> <p>Q. What organisational structures, processes and cultures do you think facilitate assessment and data collection? (top down or bottom up participation on data collection and system performance)</p> <p>Q. Can you estimate what percentage of working time is spent by youth justice practitioners and frontline workers on data collection?</p>	20 mins
<p>Q. To your knowledge, is there anything currently being done to improve the capacity of your service/organisation to collect data and monitor and measure its effectiveness? (e.g. system enhancement/development strategies and reforms, new technological/IT systems or processes)</p> <p>Q. Is there any particular part of your service that you could point to as being a good example of data collection and demonstrating effectiveness?</p> <p>Q. In your opinion what does 'effectiveness' in your service/system mean and how do you plausibly demonstrate it? (In your view, what should an effective data collection system in your service look like or aim to do?)</p> <p>Q. Anything else you would like to add in relation to data collection and measuring effectiveness in youth justice?</p>	15 mins

- 114 -

6.5 Appendix E: Data Collected and Reported in International Youth Justice

Context – Data on determining the circumstances of young offenders	Inputs – Data on youth justice system actions	Outputs – Data on what was provided by the youth justice system	Outcomes and Impacts – achieved by the youth justice system:
<ul style="list-style-type: none"> Type of offences committed/alleged to have been by youth; Location and regional youth crime data; Attitudes to crime and antisocial behaviour and motivation to change; Serious, violent and/or chronic offenders; History of criminal/antisocial activity and victimisation; Police intelligence on youth offending – where youth are suspected of committing crimes; Gang involvement history; Child protection issues; Demographics, gender and race/ethnicity variables of young offenders; Family environment and accommodation; Social/peer relationships; Personal development variables and leisure activities; Health and socio-economic variables – youth deprivation, adolescent pregnancies, employment/unemployment; Education variables – school attendance, early school leaving and expulsion; Youth offender suicide (attempts) and youth offender psychological wellbeing; Experiences of bullying and victimisation; and Youth behaviour problems, substance misuse, lifestyle variables. 	<ul style="list-style-type: none"> Juvenile court proceedings and legal representation; Juvenile arrests and crime type, sentencing outcomes; Juvenile court/welfare referrals; Juvenile court case referrals by disposition (i.e. diversion, commitment to detention, etc.); Youth interaction with child welfare services; 'Timeliness' in case processing; Number of and length of cases requiring a period of supervision; Juvenile detention population and the prevalence of detention among youth; The numbers, rate of, and reasons for admissions to custodial detention and special home detention; Location of juvenile detention/residential facilities; Number of and length of out-of-home placements; Number of restitution/restorative orders issued; Rate of programme admission/ participation and programme type – development activity, addiction, educational or vocational activity; Number of children in child protection and welfare system; Numbers receiving early interventions and/or referred to diversion programmes; and The number of youth ordered to pay into Crime Victims' Compensation Fund costs. 	<ul style="list-style-type: none"> Average length of stay (in months) of juveniles in out-of-home/residential placements; Completion rates for juvenile justice and probation programmes; Children in the juvenile justice system receiving counselling and mental health services; Youth in the Rehabilitation Administration (i.e. the most serious juvenile offenders); Duration of detention of youth; National and local programmes operating outside the formal youth justice system and which impact youth crime prevention or reduction; Dispositional and placement reviews; Completion rates for juvenile justice programmes; Completion rates for community service obligations; Completion rates for victim awareness programmes; Completion rates for psychological treatment programmes for youth in special care; Compliance with conditions of supervision; Families availing of Family Reconciliation Services; and Dispute resolution techniques and types of parenting plan provided. 	<ul style="list-style-type: none"> Juvenile crime trends; Recidivism rates – where reoffending occurred and did not; Improved development and life skills recorded on completion of youth justice interventions; Youth in custody recorded as having undergone behavioural change; Youth experiences of young offender institutions; Victim-reporting satisfaction; Community service hours completed – and associated monetary value to communities; Annual monetary amount collected through restitution orders and in crime victim's compensation; and Evidence of self-reported prosocial attitudes and values by youth completing youth justice programmatic interventions; Level of system involvement by youth; Recorded outcomes of treatments and programmes completed by youth in out-of-home and special care; and Recorded education, development, and behaviour change outcomes following involvement in juvenile justice programmes.

Notes

[illegible]



SCHOOL
OF LAW

RESEARCH
EVIDENCE INTO
POLICY PROGRAMMES
AND PRACTICE



Research Evidence into Policy, Programmes and Practice (REPPP) Project,

School of Law, University of Limerick, Limerick, Ireland.

t: 0035361234829 | e: REPPP@ul.ie | w: <https://ulsites.ul.ie/law/reppp> | twitter: @REPPP4