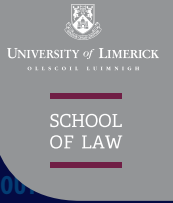


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Improving the measurement of effectiveness in the Irish Youth Justice System

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RESEARCH
EVIDENCE INTO
POLICY PROGRAMMES
AND PRACTICE



MAKING IT COUNT

Improving the Measurement
of Effectiveness in the Irish
Youth Justice System

2019



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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

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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.

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

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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)
EEL	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)

Executive Summary

This research studied ways of improving the measurement of effectiveness in the Irish youth justice system. The research presents case study analyses of data collection processes used to measure effectiveness in seven youth justice systems – the states of Washington and Pennsylvania in the USA, The Netherlands, England and Wales, Sweden, Scotland, and Ireland. It describes the factors identified as important in shaping data collection processes and system measurement in youth justice.

The study utilised two data gathering methodologies. First, published governmental and available administrative 'grey' material and relevant research literature were assessed in order to identify and examine youth justice data and collection processes in systems.¹ Second, interviews with youth justice experts in international systems and the Irish system gathered primary data. Experts were questioned about the operation of youth justice in their jurisdiction, particularly in terms of system effectiveness and its measurement, the data collection and reporting processes implemented, and the outcomes achieved for children and youth.

Key Learning from International Youth Justice

Data-driven and evidence-informed responses and approaches to youth crime and offending are policy priorities in the systems reviewed. A range of research and monitoring strategies and data collection processes are implemented in order to evaluate system effectiveness in youth justice and promote the use of evidence. In systems, state-supported agencies coordinate data collection and system analysis processes and research strategies and publish research and statistical outputs in order to inform and provide assessments of responses to youth crime and offending. Agencies work with government departments, justice institutions, research bodies, and service providers in order to plan and develop youth justice responses and practice. Typically, they are responsible for the development and implementation of dissemination technologies and database systems.

Case management systems, risk assessment procedures, youth crime and recidivism monitors, court and detention processes and youth and victimisation surveys are significant sources of youth justice information and data. In systems, data routinely collected by service providers and justice institutions using administrative processes are inputted into national reporting data hubs and into a range of criminal justice database systems. Analysed data and information (e.g. practice reports, statistical outputs, assessments of evidenced and research-based interventions, and practice toolkits) are reported via system databases and justice websites. The information and data reported 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 that the effectiveness of youth justice responses is mostly assessed in systems through recidivism reduction rates² and recorded crime trends and the development (e.g. education/employment) and behaviour change outcomes recorded for participating young people.

The Views of International Experts

International experts identified a number of factors as affecting system measurement. These include:

- System-wide measurement is required to support accurate assessments of youth justice responses;
- Data should be systematically analysed in order to provide standard assessments. Where data processes are integrated, the capacity to assess youth offender data by multiple categories and time points is enhanced. This information helps systems implement targeted and flexible responses;
- A data system should provide the capacity to align services and programmes with the needs and risks affecting youth offenders. There is a need for a deeper understanding among

¹ Grey material includes government reports; annual, strategy and reform policy documents; research, technical, project, and working papers and evaluation reports.

² Recidivism is widely used as an indicator of the effectiveness of youth justice interventions. However, definitions of youth recidivism vary across jurisdictions, in this report youth recidivism was defined as new criminal activity resulting in arrest of a youth under 18 years of age after previous adjudication of a criminal charge.

- 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).

1 Chapter 1: Introduction and Methodology

This study explored ways of improving the measurement of effectiveness in the Irish youth justice system. Its purpose is to improve knowledge of evidence-informed practice and decision-making in youth justice by describing how systems in a variety of jurisdictions measure the outcomes of responses to youth crime and offending.³ The findings of the research are presented in four interrelated reports as described in Table 1.

Table 1: Overview of the Research

Report 1. The Youth Justice System in Ireland (2018), traces the development of the Irish State's response to youth crime and presents an analysis of current policies and priorities. The review concluded that the Irish system is child welfare/justice-oriented with a strong community-based approach. Irish youth justice policy supports the implementation of comprehensive integrated strategies and responses required to prevent youth crime and offending. The analysis informed the wider examination of international youth justice and ways of measuring effectiveness in systems (presented in report 2).

Report 2. International Review of Youth Justice Systems (2019), describes the process used to select youth justice systems for study in a systematic descriptive review (presented in Reports 3 and 4). The process identified systems with an enhanced capacity in routinely collecting and analysing youth justice data and information. These 'effective' systems – the states of Washington and Pennsylvania in the USA, The Netherlands, England and Wales, Sweden, and Scotland – provided the study with the capacity for an in-depth exploration of effectiveness measurement and data collection processes in international youth justice.

Report 3. Data Collection Processes and Effectiveness Measurement in Youth Justice (2019), presents an analysis of published governmental and administrative 'grey' material and relevant research literature that identifies and explores youth justice data collection processes and the data collected in the six selected systems. The aim of the review was to identify what data is measured in youth justice, how it is measured and why.

Report 4. this final report, presents case study analyses of data collection processes used to measure effectiveness in youth justice in seven jurisdictions including Ireland. It describes important factors identified as affecting and shaping data collection processes and system measurement in youth justice.

Rationale for the Study

In Ireland, recent policy on children has identified a need for effective resource allocation and highlighted the importance of finding ways of systematically measuring effectiveness in children and youth services (DCYA, 2014, 2017). For example, the Department of Children and Youth Affairs *Statement of Strategy 2016 – 2019* commits to an increasing focus on the effectiveness and responsiveness of services for children and youth, within a context where high standards of accountability and good governance are supported and enforced (DCYA, 2017). Similarly, the national policy framework for children and youth, *Better Outcomes, Brighter Futures* (DCYA, 2014: 15), specifies

³ Evidence-based and evidence-informed practices are defined as processes bringing together current research evidence, practitioner expertise, and service user and community values and preferences in order to provide effective and contextualised services (Netting and O'Connor, 2008; Roberts-DeGennaro, 2008; Regehr et al., 2007).

that services for children and young people must be more outcomes-driven and evidence-based. It states that investment in children’s services should be ‘*informed by national and international evidence on the effectiveness of expenditure on child related services, with the aim of improving child outcomes and reducing inequalities*’ (DCYA, 2014: 15). This emphasis on the need for improved outcomes for service users is also included in the Department of Public Expenditure and Reform Plan 2014–2016 (2014), necessitating a commitment among government departments and service agencies to ensure that services are designed and delivered effectively.

1.1 Research Design and Methodology

In this study, system effectiveness and performance are assumed to represent the operational achievement of higher-level strategic policy goals. The rationale guiding the research design argues that in effective systems, the outcomes of policies and programmes are monitored and evaluated in order to determine whether (and to what level) intended policy outcomes have been achieved in practice. Hence, it is argued that in effective systems, the performance of youth justice responses (in achieving policy goals) is linked to the presence of reliable and robust data collection, monitoring and evaluation, and research processes that focus on how the system operates and what happens to children who offend (Interagency Panel on Juvenile Justice, 2010: 16). In essence, the efficacy and adequacy of youth justice intervention is assessed with reference to a normative framework or specific targets that a system is expected to achieve (e.g. national policy goals and international commitments on justice and children’s rights). The research was guided by two research questions:

1. What are the processes and the factors in systems support the measurement of effectiveness in youth justice?
2. What types of data are used in assessing effectiveness in youth justice?

To answer the questions, five research objectives were identified as follows:

1. To identify and present the policy norms and the important objectives of youth justice in Ireland;
2. To identify international jurisdictions for study in a descriptive review of data collection and effectiveness measurement in youth justice;
3. To identify, describe and provide understanding of data collection and system measurement processes in these youth justice systems;
4. To identify, describe and provide understanding of data collection and system measurement processes in the Irish youth justice system; and
5. To identify ways to improve the measurement of effectiveness in the Irish youth justice system.

Two data collection approaches were used to review youth justice systems: (1) Published governmental and available administrative ‘grey’ material⁴ and relevant research literature⁵ were assessed. This secondary analysis identified how relevant data is collected and what processes support the

⁴ Governmental ‘grey’ material and administrative data were sourced from government and associate youth justice-related internet sites and from senior officials in each system.

⁵ Relevant research literature includes studies of system measurement and data collection processes.

measurement of effectiveness within systems. (2) Interviews with youth justice experts from each jurisdiction gathered qualitative primary data ($n = 25$).⁶ Using a semi-structured topic guide,⁷ the interviews explored the operation of youth justice in each jurisdiction with a particular focus on:

- System effectiveness and its measurement;
- The data collection and reporting processes implemented; and
- The outcomes achieved for children and youth.

The interviews also explored the factors and features that strengthen and/or weaken system measurement, and the processes of data collection and systems of reporting (of outcomes). The mixed-method research strategy provided the capacity to triangulate data in order to thoroughly assess the data collected and examine the reliability and validity of research findings (Becker and Bryman, 2004).

1.2 Analytic Framework

All interviews were recorded and transcribed for analysis. The QSR NVivo 11 software package was used to systematically summarise and code transcripts and interview documents using an analytic strategy adapted from the ‘best fit’ framework synthesis model (Carroll et al., 2013). ‘Best fit’ framework synthesis incorporates both positivist and interpretive analysis strategies,⁸ providing the capacity to assess and code data according to a defined framework and inductively, using thematic (interpretive) analysis to capture emergent themes (Carroll et al., 2013). The strategy provides a base upon which the study applies a (thematic) analysis that defines themes within the data relevant to the research questions and organises these into a structure to aid interpretation (Brooks et al., 2015: 206). These syntheses of data provided a pragmatic and transparent analytic framework: a strategy that Carroll et al. (2013: 1) suggest is useful when, as in this study, large amounts of data are assessed in order to answer ‘policy-urgent’ questions. The analytical strategy is focused on presenting to policymakers and practitioners relevant and comparable descriptions of system measurement processes and the factors informing and shaping data collection in youth justice systems.

The Logic Model

The ‘best fit’ framework allowed for the data from the interviews and document analysis to be expressed using a ‘theory of change’ logic model. A ‘theory of change’ is intended to make explicit in programmes and policies the ‘causal chain’ connecting ‘resources to activities, activities to outputs, outputs to

⁶ Appendices A and B provide an overview of experts’ roles, the jurisdiction in which they work and their department/agency. Experts were sourced through Irish Youth Justice Service international contacts and thereafter using a snowballing sampling strategy to locate appropriate interviewees. The snowballing non-probability sampling strategy provided the capacity to access research respondents based on previous study participants and contacts recommendations and relationship networks (Becker and Bryman, 2004).

⁷ Interview guides are reproduced in Appendix C.

⁸ A positivist analysis strategy assesses social life and social phenomena ‘according to the canons of the scientific method with its emphasis on directly observable entities’ (Becker and Bryman, 2004: 96), whereas an interpretive analysis strategy emphasises ‘the role of interpretation on the part of both those studied and the researcher’ (Becker and Bryman, 2004: 396).

Table 2: Primary Data Analytic Framework

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.

1.4 Structure of the Report

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.

2 Chapter 2: Review of International Youth Justice Systems

2.1 Introduction

This chapter presents case studies from six youth justice systems – the states of Washington and Pennsylvania in the USA, The Netherlands, England and Wales, Sweden, and Scotland. Each case study begins by outlining the important *contextual* features of youth justice and related justice policy and governance considerations. Next, system measurement and data collection *inputs* are detailed. In addition to the important research, monitoring and data collection processes in each youth justice system, this section presents experts accounts and their views of the strategies and processes used to measure system effectiveness. The section describes how the system is routinely monitored and assessed in terms of its effectiveness in achieving policy and practice goals. The *outputs* section outlines the primary youth justice reporting processes implemented in each system and details the types of data collected in that system. Each case study concludes with a summary of the findings from the relevant youth justice system.

2.2 Washington State¹⁰

Washington State is located in the Pacific Northwest region of the United States. Washington covers 184,827 km² in area and, in 2017, had a total population of 7.4 million, of which 22.4% were aged under 18 years. The State incorporates 39 counties, Olympia is its capital city and Seattle (pop. 684,451) and Spokane (pop. 213,271) are its most populous cities.



2.2.1 Context: Key Features of Youth Justice in Washington State

Juvenile justice services are organised at the both the state and local levels in Washington State. Core principles guiding Washington's juvenile justice system include partnership among juvenile justice services; the rehabilitation of young offenders; community protection and youth accountability; fairness and absence of any bias based on race or ethnicity; and system enhancement and the creation of an outcomes-focused system that is measured by its performance (DSHS, 2014: 11–12). The Department of Social and Health Services has overall responsibility for juvenile rehabilitation and the Office for Juvenile Justice and Delinquency Prevention (OJJDP) funds juvenile justice research, education and training programmes. The Washington State Partnership Council on Juvenile Justice (WA-PCJJ) is charged with promoting evidence-based, preventive and rehabilitative programmes and services (DSHS, 2014). The PCJJ publishes research and policy updates regarding current best practices in juvenile justice and emerging justice trends. Figure 1 describes the primary departments, agencies, and bodies in Washington State's youth justice system.

¹⁰ Demographic information was retrieved from the United States Census Bureau.

WSCCR) in order to assess their effectiveness and inform future programme design and implementation. In 2017, for example, the WSCCR published evaluations of WSART and FFT (Peterson, 2017a).

Box One: Indicators of System Effectiveness: The Views of the Experts

The effectiveness of Washington State's responses to youth crime and offending system is measured in relation to recidivism. Reducing recidivism was described as the 'number one priority' and alongside that an overall goal was 'reducing the imprisonment of young offenders' (Expert 1). Other important indicators of effectiveness in youth justice were identified as (1) how efficient the juvenile justice system was, (2) how well Washington State was 'promoting the wellbeing of young people in the system' and (3) how well 'the challenge of racial and ethnic disparity' was addressed in the system (Expert 1).

The analysis of data routinely collected in Washington's system was acknowledged as central in quantifying the effectiveness of juvenile justice responses. Processes that assess where and how effectiveness indicators were being achieved or not, and what strategies and programmes were evaluated as effective or not, were described as driving development and efficiencies in the system. In addition, the outcomes of juvenile justice responses for offenders and their impacts for the wider community are of key importance in assessing the effectiveness of the system. For example:

'...there's a lot of other data they [service providers] abstract as a youth is moving through the system, so we are be able to evaluate the impact of what they're doing, not only on the youth but on the community. As well as how the programmes themselves are functioning' (Expert 2)

As the previous comment emphasises, data processes provide the capacity to assess juvenile offender data by multiple categories and time points – length of detention, and offence variables including gang membership, location and background, gender, system diversity and ethnic makeup. Such data when assessed regularly (e.g. on a quarterly basis) provides the capacity for juvenile crime trends (e.g. recidivism) and offender needs to identified and evaluated, and responses targeted appropriately. For example:

'...if you're looking on a quarterly basis at your data, at your admissions to detention, and you're able to see that you have a spike in a certain group of kids or from a certain area or under a certain offence category, then you can address that area very targeted' (Expert 1)

'Because a lot of those demographics can let us know what youths and what areas we need to target our interventions on. And that's how we know how to respond to what's going on mid-stream, as the system is working. And so when it comes to detention admissions we need to track that information as well' (Expert 2)

Implementing targeted evidence-based programmes was identified as important in responding to the State's recidivist reduction aims. Juvenile justice programmes implemented in Washington are predominantly evaluated and researched programmes, and so tested in relation to their capacity to reduce reoffending among participants (Expert 2). Evidence-based interventions (along with routine data collection processes), according to one expert, strengthen Washington's capacity to assess system responses longitudinally, and thereby provide data that can better inform system enhancement and development processes.

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

2.2.2.2 Routine Data Collection and Measuring Effectiveness in Washington State

The Washington State juvenile justice system implements a range of data collection processes, measuring systems and monitoring programmes. These include:

- The Washington Association of Juvenile Court Administrators (WAJCA) advocates on juvenile justice legislation and issues that affect child services in Washington State. WAJCA in partnership with WSIPP developed the case management model **Case Management Assessment Process** (CMAP) for youth under community supervision (Hamilton et al., 2015).
- In CMAP, the **Positive Achievement Change Tool** (PACT) is utilised to collect routine data to develop and inform pre-disposition investigation reports, develop probation disposition reports for juvenile courts, and develop probation case plans (Hamilton et al., 2015). PACT collects data on criminal history, demographics, school and education levels, leisure activities, employment, relationships and family, alcohol and substance misuse, mental health, attitudes, aggression, and social skills (Hamilton et al., 2015).
- **The Multi-System Youth Project** draws on a dataset (FamLink) created by the Administrative Office of the Courts and the Washington State Department of Social and Human Services/Children's Administration containing longitudinal data of multi-system youth (Pickard, 2015). The data is used to study the prevalence, characteristics, and outcomes for youth interacting at multiple points in the system in order to inform juvenile and child welfare stakeholders both at local and state level of the needs of this cohort (Pickard, 2015).
- **The Washington Assessment of the Risks and Needs of Students** (WARNS) is a self-report survey designed to collect, identify and synthesise information relevant to youth (13- to 18-year-old school students) who may be at the early stages of engagement with juvenile justice and child welfare services (Strand et al., 2017). The survey gathers data in relation to aggression and defiance, depression and anxiety, substance misuse, peer deviance, family environment, and school engagement and measures experiences related to healthy social, emotional, and educational development (Strand et al., 2017).
- **Research Databases:** The WSCCR has developed a number of research databases in order to help better understand outcomes for youth in juvenile justice and welfare services (Orme et al., 2017). According to the WSCCR, the purpose of the databases is to provide quality juvenile justice data that supports policy planning, programme research and development, and evaluation. WSCCR juvenile justice databases include:
 - The Court Contact and Recidivism Database (CCRD);
 - The Assessments Research Database (ARD); and
 - The Educational Research Database (ERD).

Box Three: Routine Data Collection: The Views of the Experts

The Assessing effectiveness in juvenile justice involves the utilisation and maintenance of a range of routine data collection processes incorporating a variety of data instruments and systems (some of which have been detailed here). Experts believed it was important that routine data collection is able to provide the system with the information that allows them to evaluate and 'break down the information to see if what you're doing works' (Expert 1). To enhance system performance, Expert 2 felt that juvenile justice data routinely collected and systematically analysed provides a more complete understanding of the factors influencing juvenile crime and offending. Data systems need to provide managers/practitioners with information (e.g. the individual offender characteristics and the wider influencing risk factors) that provides the capacity to better and more appropriately target system responses. For example:

'I think that what's most important is that that system is from beginning to end and not built as we go. Because so often counties start a system because we need to keep track of how many kids we have in detention and where they are. And then they start just adding different things. And they're not really thinking about how all of those things interact with one another. And what kind of questions they may want to answer in the future' (Expert 1)

'I think making sure that you can break everything down by race, ethnicity, gender, geography and offense is really ideal. Because those are the demographics, those are the ways you can break down the information to see if what you're doing works. And then also be really positive in your focus and your response' (Expert 2)

Experts highlighted a need for uniformity in recording and inputting data into the state system. While data systems were described as being uniform in terms of structure, some local-level providers have developed their own data systems and frequently code data differently to each other (Expert 2). While such variations may complicate comparative and system-wide analyses, they also highlight that centralised data collection is heavily reliant on stakeholder cooperation and the synchronising of data processes and technologies. A 'Data Dictionary' software application currently under development was highlighted as an example of efforts to synchronise data collection among stakeholders. In addition, to be effective, as Expert 1 highlighted, data collection instruments and processes should be 'user friendly'. The following comments provide a sample of the data collection issues identified by experts:

'...when it comes to the data collection system that everyone uses for reporting to the state level, all of that is the same and uniform in the sense of the structure of the actual system. However, they can use different coding and so there is a lot of time that the administrative office [AOC] have to take to figure out what coding the local site are using' (Expert 2)

'...several counties have their own data systems. And they are entering data into two systems [their own and the central system]. So some of the work that they do is very redundant because they want to have their data in their own system in addition to other things that they track in their system as well...And so it really just depends on the structure in the county and where their philosophy and values lie around data' (Expert 1)

'The same thing when it comes to our detention risk assessment instrument. So there's a state-wide tool for probation officers to use to determine risk and need once a kid is placed on probation but there's not a state-wide tool for determining who should be detained and who should not...They're all different' (Expert 2)

2.2.3 Outputs: Reporting on Youth Justice in Washington State

Primary Reporting on juvenile justice system in Washington State includes various annual and system-focused reports and databases. Outputs include:

- **Juvenile Justice Annual Reports** present data for youth in Washington State, statistics on risk factors that may lead to youth offending, and juvenile crime data. The information included in reports

includes demographics, school attendance statistics, early school leaving and expulsion, youth deprivation, adolescent pregnancies, youth employment/unemployment, youth suicide and youth offender mental health, children in the child protection and welfare system, and families availing of Family Reconciliation Services (DSHS, 2014). Reports include information collected from court proceedings, juvenile arrests, juvenile court referrals, juvenile court case referrals by disposition (i.e. diversion, commitment, etc.), the juvenile detention population, the Rehabilitation Administration population, and state-wide and local programmes operating outside the formal juvenile justice system and which impact youth crime prevention and/or reduction (DSHS, 2014).

- **Timeliness of Dependency Case Processing Reports** present an analysis of the timeliness of legal procedures and cases involving children and youth in child welfare and juvenile justice (Orme et al., 2017).¹³ Reports draw on several sources including AOC/DSHS's FamLink data system, the Superior Court Management and Information System (SCOMIS), the Superior Court Case Management System, and the Interactive Dependency Timeliness (IDTR) data system (Orme et al., 2017).
- **The Interactive Dependency Timeliness Report (IDTR)** is a web-based application that is designed to provide practitioners with the capacity to access information about the timeliness of case processing (allowing for case specific comparisons) and system progress at local level (Orme et al., 2016). IDTR data is used to help improve court systems and child welfare services in Washington State, and to target practitioner training resources and system improvement support (Orme et al., 2017).
- **Washington State Juvenile Detention Annual Report** reports information and statistical data including the location of juvenile detention centres, the numbers and rate of admissions, the prevalence of detention among youth, the demographic characteristics of youth in detention, the offence type and reason for detention, and duration of a detention period (Gilman and Sanford, 2017). Data is primarily sourced through the AOC data management system (Gilman and Sanford, 2017).
- The annual **Residential Time Summary Report** promotes awareness of the results of child custody resolutions as well as the different factors related to those decisions (Peterson, 2017b). Reports present analyses of data regarding youth risk factors, type of parenting plan, legal representation, dispute resolution techniques, and location, in order to compare the division of residential placement time by county (Peterson, 2017b).
- The **Girls on Probation Report** presents an analysis of the characteristics of girls in the WA probation system, their participation in interventions and programmes and their outcomes (Gertseva, 2017). The Report draws on two data sources, the PACT and the Washington Courts' Judicial Information System (JIS) (Gertseva, 2017). Table 3 describes data collected and reported in Washington State's juvenile justice system.

¹³ Timeliness primarily refers to case processing (allowing case-specific comparisons) and system progress at local level.

is predominantly assessed through recidivism reduction rates, recorded crime trends (e.g. level of youth involvement in the criminal justice system), and education and development and behaviour change outcomes recorded for young people following completion of juvenile justice programmes.

Partnerships with state agencies, universities and research agencies in monitoring the operation of its juvenile justice system (e.g. routine data collection processes) were identified as important components driving efficiencies and development in the Washington's juvenile justice system. Washington is a leading proponent of the use of evidence-informed intervention and data collection technologies, and employs a range of strategies and processes to improve and streamline its capacity to measure the effectiveness of its responses to youth crime and offending. Data collection and system-wide implementation of evidence-based programmes and practices were identified as processes helping to drive efficiencies and development in youth justice.

According to system experts, regular assessment of youth justice data (gathered in juvenile justice interventions and programmes) provides a more complete understanding (e.g. of youth crime trends, offender needs) required to implement targeted and flexible responses. Achieving such aims requires state departments, agencies, and county-level service providers to collaborate efficiently on data collection and analysis (and dissemination). Effective system leadership, particularly concerning awareness of the need for evidence and data collection, and the synchronisation of data systems were identified as important elements of data partnership efforts. Experts highlighted a number of factors as reducing Washington's capacity to measure the effectiveness of juvenile justice responses. These include (1) the existence of multiple data collection processes and instruments in the system, which experts linked with increased data incompatibility and input error among service agencies and departments; and (2) weak compliance with data collection and analysis processes and procedures in more rural (and less affluent) counties.

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.

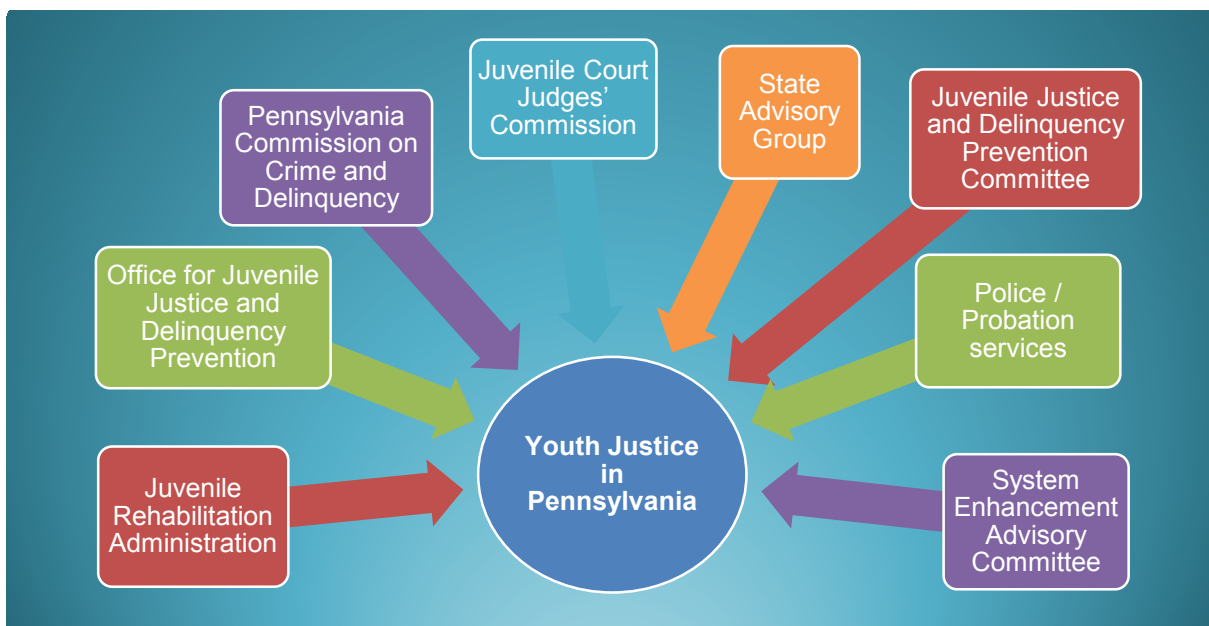


2.3.1 Context: Key Features of Youth Justice in Pennsylvania

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.

From that process, agencies can identify the outcome measures to be collected, and the format in which to report results (PCCD, 2012: 34). Table 5 describes measures proposed by the PCCD for juvenile justice departments and services in Pennsylvania.

Table 5: A Framework of Performance Indicators in Pennsylvania

Intermediate measures: A measure of results that indicates progress towards the desired end results rather than achievement of the final outcome. Example: *Did participation in the cognitive behavioural programme increase the youth's self-reported conformity to prosocial attitudes and values?*

Process measures: Measurement of the performance of a process, providing real-time feedback that can be acted on quickly. Example: *Is the new policy requiring medium- and high-risk offenders to participate in cognitive behavioural programming resulting in increased referrals to the programme?*

Dashboard measures: The identification of a number of performance measures that are considered the most meaningful indicators of progress toward goals. Example:

- % Juvenile Terminations with No New Law Violations;
- % Juveniles Regularly Attending School in Prior Year;
- % Juveniles Improved in Life Skills After 12 Months; and
- % Victims Reporting Satisfaction

The automated Juvenile Case Management System is also used by Pennsylvania's probation services to assess system effectiveness, i.e. measure goal-driven outcomes (Torbet, 2008: 25). For example, according to research by Torbet (2008: 25), having the capacity to identify and measure goal-driven outcomes at case closing is considered of key importance. She reports that the State's case management system provides local level capacity to measure and report on system level indicators of effectiveness. Of particular note is the probation services' capacity to report on recidivism within the state i.e. 'the degree to which all offenders under juvenile court jurisdiction are successfully supervised without being adjudicated for committing a new offense or serious probation violation' (Torbet, 2008: 25). Calculating probable recidivism rates is considered 'critical to effectively' evaluating the performance of Pennsylvania's juvenile justice system (PCCD, 2015: 8).

2.3.2.2 Evidence-Based Practice, System Integration and Measuring Effectiveness

Evidence-based practice (EBP) is an important part of Pennsylvania's effort to deliver an effective juvenile justice system (PCCD, 2015). The JCJC maintains that data collected routinely in the system (e.g. using the YLS/CMI tool – see Section 2.3.2.3) provides practitioners with the capacity to target responses appropriately. This is primarily accomplished using a set of evidence-based principles (i.e.

Risk–Need–Responsivity (RNR) plus Treatment Principles)¹⁵ identified through meta-analysis that if applied to juvenile justice interventions can, according to the JCJC, reduce reoffending (JCJC, no date).

System integration also is identified as important if the effects of processes, products, and services in juvenile justice are to be quantified (PCCD, 2012). In Pennsylvania, for example, youth justice services and programmes are mostly delivered at local level by a range of community-based and private sector agencies (PCCD, 2012).¹⁶ According to the JCJC, agencies providing these services must understand ‘the special circumstances leading to juvenile offending’, be knowledgeable in evidence-based practices, and work in partnership with other justice services and juvenile probation departments in order to deliver and ‘develop treatment methods and services’ (PCCD, 2012: 34). In order to meet EBP requirements, service agencies and departments agree service contracts that define the services required (PCCD, 2012) as outlined in Table 6.

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).

Box Four: Indicators of System Effectiveness: The Views of the Experts

Experts identified recidivism and public safety as the primary indicators used to assess the effectiveness of the Pennsylvania juvenile justice system. They highlighted that reduced violent arrest numbers, increased numbers of community service hours, and increased restorative actions by young offenders indicate greater public safety. Both experts described the State as implementing a justice-focused response where restorative actions and restitution by offenders is likely to result in reduced recidivism, which in turn leads to greater public safety. For example:

'We make sure kids understand, you know, the wrongfulness of their actions, the harm they've caused to victims, that's an important part of our system' (Expert 2)

'...the rate of violent juvenile arrest has gone down, that's important and, you know, it's certainly as a result of our balanced and restorative justice goals with, with pay and restitution, with community service hours' (Expert 1)

In Pennsylvania, private sector service providers deliver most community-based juvenile justice services and residential programmes. Experts emphasised a need to implement efficient and effective monitoring and measurement processes to ensure that intervention outcomes were in line with system goals. Both experts felt that in Pennsylvania, these processes are underpinned by strong and effective partnership among juvenile justice stakeholders. They highlighted (1) strong leadership and (2) consensus-building processes among service providers regarding the State's data driven and preventive focus, as particularly important. One when speaking about managing juvenile justice in the State identified the value of having 'champions' in all areas and departments – if the system enhancement strategy is to be fully and successfully implemented. Both experts emphasised the collaborative nature of their system:

'...it's just people that are passionate about their work, that care, that want to do things right and, you know, when you're dealing with kids and families, we need to be right and we need to be focused on the data' (Expert 2)

'...one thing about our structure I just want to emphasis because even though we're county driven and we have, we have State agencies and organisations that, you know, are separate seemingly, but we work very closely together, I mean hand in hand, like we're, we're in contact practically daily' (Expert 1)

2.3.2.3 Routine Data Collection and Measuring Effectiveness in Pennsylvania

Pennsylvania's juvenile justice system implements a range of routine data collection processes, measuring systems and monitoring programmes including:

- **The Youth Level of Service/Case Management Inventory (YLS/CMI)** collects data from youth in relation to eight criminogenic risk factors: prior and current offences and dispositions; family and parenting circumstances; education and employment; peer relationships; substance misuse; personality and behaviour; leisure and recreation; and attitudes and orientation (JCJC, 2013). Case plans also may take account of non-criminological responsivity factors – self-esteem, personal distress, intellectual capacity and learning development and disabilities, physical and mental health, motivation, and culture (JCJC, 2013).
- **The Pennsylvania Juvenile Case Management System (PaJCMS)** enables the probation service to maintain electronic records of juvenile offenders, process allegations of delinquency, monitor compliance with conditions of supervision, and maintain juvenile-specific information;

- **The Pennsylvania Electronic Juvenile Justice Databook** stores statistical information at local level in relation to juvenile crime, trends in youth crime and associated risk factors;
- **The Monitoring Compliance to Safeguard Youth** is a web-based compliance tool developed by the PCCD for police to report information concerning children held in confinement;
- **The Center for Juvenile Justice Training and Research** implements the Balanced and Restorative Justice and Secure Detention Monitoring programmes. The Center is responsible for annual audits of juvenile detention centres, reviewing documentation related to admissions to secure detention, and providing technical assistance to juvenile courts and detention centre staff;
- **The Pennsylvania Youth Surveys (PAYS)** collect (biannually) data on youth attitudes and knowledge of risky behaviours and antisocial activities; and
- **The Standardized Program Evaluation Protocol (SPEP)** is a validated, data-driven rating system for evaluating juvenile justice programmes. SPEP creates a metric by assigning points to programmes according to how closely their characteristics match those associated with similar programmes shown, in research studies, to have the best recidivism outcomes (Lipsey, 2014).

Box Five: Routine Data Collection: The Views of the Experts

Experts highlighted the importance of having in place an effective evidence-based strategy and efficient data collection systems in order to support the delivery of interventions to reduce youth recidivism. In particular, they identified the State's system enhancement strategy as the cornerstone of significant reductions over recent years in the numbers of youth requiring criminal justice interventions. In their view, having a data system that provides the capacity to align services and programmes with the needs and risks affecting youth offenders were significant factors underlying improvements. Experts were clear on the need for an evidence-based justice system, for example:

'...our strategy is data driven, so we keep track of data trends and so that goes down to the recidivism reduction, matching offenders with interventions that work, which we have seen, placement reduction' (Expert 2)

'...we need to take a closer look at the data that we are collecting and use whatever data analytical tools are out there to make the links, to draw those conclusions...why was this kid successful when this kid was unsuccessful and take a look at their interventions, take a look at their risk levels, their criminogenic needs, you know, their individual circumstances' (Expert 1)

Experts also highlighted a need to put in place robust processes to assure the quality of data collection and analysis in the system. This was considered particularly relevant given the multi-agency provision of juvenile justice in Pennsylvania. Data collected needs to be systematically analysed in order to provide standard assessments and so a more complete understanding of the factors influencing juvenile crime and offending across the State. He remarked that:

'...the three of us could do it differently, right, but if we don't have a [standardised] process to track that quality assurance then it's going to go haywire' (Expert 1).

Routine data collection systems provide the capacity to respond to youth crime in a standardised and measured way. In Pennsylvania, the YLS/CMI and the Standardized Program Evaluation Protocol – SPEP (see Section 2.3.2.3) data processes were identified in this regard – and whose implementation is mandatory in funding arrangements with service providers (e.g. EBP service contracts). When experts were asked about how their system assures quality services and compliance with best practice in youth justice, they commented that:

'...to participate in our State-wide funding the counties have to use the YLS or, and they [service providers] have to use it in a way that is, quite frankly is acceptable, that they use it to assist in their recommendations to the Court, that their recommendations must be based upon the findings of the assessment' (Expert 2)

'...it just makes sense because [with SPEP] you're looking at all the basic elements that are in those evidence-based models, you know, you're looking at the quality, you're looking at the training, do you have a logic model, is your staff trained right, do you have clinical supervision, do you have the right kids in the right programme?' (Expert 1)

2.3.3 Outputs: Reporting on Youth Justice in Pennsylvania

The Juvenile Court Judges' Commission (JCJC) provides the Pennsylvanian Legislature, juvenile courts, probation departments, juvenile justice practitioners, and the public with information and data in annual monitoring and research reports. Reports include:

- **Outcomes Measures Reports** are the aggregate reports of criminal justice outcomes for juvenile offenders in Pennsylvania. Reports focus on juvenile offenders whose cases were closed during the report period and who have received a period of supervision from a county juvenile probation

department. Outcomes include offence and recidivism rates, community service and restorative justice programme completion rates, education and social development programme completion rates, substance use treatment completion rates, and out-of-home placement information.

- **Disposition Reports** help the JCJC assess the function of juvenile courts and plan for their future development.¹⁷ The information included in reports relates to placements, offences, demographics, dispositional and placement reviews, and the use of secure detention. Information is also included on dependency cases that have been referred to juvenile probation departments.¹⁸
- **Recidivism Reports** detail state-wide and county-level recidivism rates. Reports provide detailed information related to demographic variables, offence and disposition variables, out-of-home service variables, and serious, violent, and/or chronic offenders.¹⁹ Table 7 describes data collected and reported in Pennsylvania's youth justice system.

¹⁷ A disposition is defined as an allegation of delinquency disposed of by the juvenile probation department and/or the court.

¹⁸ A dependency case is defined as a new referral that is processed by the juvenile probation department and that does not have accompanying delinquency allegations

¹⁹ In Recidivism Reports, recidivism is defined as: within two years of case closure, a subsequent adjudication of delinquency in juvenile court or criminal conviction court for a felony or misdemeanour offence.

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

programmes, and education, skill development, and behaviour change outcomes recorded for young people following completion of juvenile justice programmes.

According to system experts, Pennsylvania’s multi-agency model of juvenile justice demands robust monitoring and data collection processes. They believed it was important that standard data processes and measurement systems were in place to assure the quality of juvenile justice interventions and ensure implementation and that service providers maintain evidence standards. Under the JJSES, for example, state agencies and community-based and private sector providers are mandated to use evidence and evaluation and implement data collection processes when delivering youth justice interventions. Moreover, a variety of research and monitoring strategies – including performance measures, logic modelling, evidence-based practices and programmes, risk assessment and case management processes, and youth surveys – are implemented in order to promote efficiencies and effectiveness in service provision and inform juvenile justice development. Experts identified Pennsylvania’s data-driven processes as being shaped by a partnership ethos and effective management and leadership that they believed was inherent in the State’s juvenile justice system.

2.4 The Netherlands²⁰

The Netherlands is a European Union member country located in north-western Europe. In 2017, the total Dutch population was 17 million, of which 16.3% were aged under 15 years and 12.3% were aged from 15 to 24 years. The Netherlands covers 41,540 km² in area and incorporates 12 provinces containing 380 local municipalities. Amsterdam (pop. 1.1 million) is the capital city of the Netherlands and Rotterdam (pop. 1 million) and The Hague (pop. 650,000) are its next most populous cities.



2.4.1 Context: Key Features of Dutch Youth Justice

Youth justice in the Netherlands consists of a combination of care, punitive, educational and employment programmes and interventions (Kronberga and Sīle, 2015). The Dutch system prioritises the tailoring of supports and interventions to youth depending on their level of need and stage of development (Kronberga and Sīle, 2015). For example, the Netherlands implements a mix of alternative sanctions, community service orders, restorative practices and detention for 16/17-year-olds (only where serious crimes have been committed). While in detention young people participate in education and receive lessons in social skills and anger management, behavioural interventions, addiction care, needs-assessed youth care, and juvenile psychiatric care (Euwema and Miedema, 2015).

In the Netherlands, local-level municipalities are responsible for the provision of most social services. In youth justice, the Child Protection Board, youth offender institutions, the Youth Probation Service, and local municipalities 'work together in network and process-related consultative bodies', i.e. local area teams (Euwema and Miedema, 2015: 5; Hilverdink et al., 2015). Figure 3 describes the primary departments, agencies, and bodies in the Dutch youth justice system.

²⁰ Demographic and geographical information was retrieved from Eurostat (<http://ec.europa.eu/eurostat>).

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).

Box Six: Indicators of System Effectiveness: The Views of the Experts

Experts identified (1) reducing recidivism, (2) reducing youth first-time contact with the criminal justice system, and (3) the efficiency of the criminal justice system (i.e. throughput) as the primary indicators used to assess the effectiveness of Dutch youth justice. The system is influenced by policies of prevention, early intervention and diversion and therefore, according to experts, only a small percentage of youth enter the custodial/care system and are considered to be the more serious offenders (e.g. high risk/high need). Experts highlighted that youth justice should be flexible in how it responds to offenders given the varying degrees of risk and need levels of children and youth who come into contact with the police. One expert identified recidivism, for example, as ‘a weak way’ of judging system effectiveness as justice interventions and responses may be only partly responsible for recorded outcomes (Expert 1). He argued for broader, more context-specific analyses to be used in assessing outcomes of youth justice responses:

‘The effectiveness of the juvenile justice system is primarily formulated in terms of reducing recidivism. But this is an outcome measure. After a sanction has been ended there are several other factors that contribute to recidivism; for example, the neighbourhood of the juvenile, his/her peers, the focus of the police. So stating effectiveness of an intervention only in terms of renewed contact with police or system doesn’t do justice on the interventions itself nor on the juvenile undergoing it’ (Expert 1)

2.4.2.1 Routine Data Collection and Measuring Effectiveness in the Netherlands

The primary state supported agencies and systems monitoring effectiveness in the Dutch youth justice system include:

- **The Dutch Recidivism Monitor** is a long-term continuous research project that conducts ‘standardised measurements of recidivism among diverse groups of offenders’ and is published bi-annually (Wartna et al., 2011: 7). The aim of the Monitor is to provide the Ministry of Security and Justice with an overview of criminal justice interventions (penal) and map youth and adult interaction with the criminal justice system (Wartna et al., 2011: 7). The Monitor records measurements at fixed time points, providing the capacity to compare results within groups of offenders (adult and juvenile) and types of offences (Wartna et al., 2011).
- **The Research and Policy Database for Judicial Documentation (OBJD)** provides data for the Recidivism Monitor. The OBJD uses anonymised data from the official judicial documentation system (JDS) which is managed by the Judicial Information Service (JustID). The JDS records interactions with the judicial system including details of offences and court outcomes, and on cases where an individual was a suspect (Wartna et al., 2011). The JDS system also receives judicial data from the Integrated Process System Criminal (GPS) of the Public Prosecutor’s office. OBJD (Dutch offender register) data includes court decisions and measures/convictions imposed.
- Youth crime in the Netherlands is monitored using the **Juvenile Crime Monitor (MJC)**. The WODC in partnership with Statistics Netherlands examines and reports trends in youth crime – e.g. young suspects and offenders (aged from 10 to 24 years), the sanctions imposed, and recidivism rates – which are published bi-annually in the MJC. In the most recent publication, 1997 - 2015 (Van der Lann and Goudriaan, 2016), youth crime and criminal justice data is assessed in different subgroups – (1) age, gender, origin/ethnic group, (2) location/region and types of crime (capital, vandalism, violence/assault).

- System efficiency also is measured by the flow of criminal cases through the Dutch youth justice system. Data on throughput times or ‘timeliness’ in case processing (allowing case-specific comparisons) provides for analysis of system functioning and progress at local level.²¹ Studies of system timeliness are provided periodically and, according to a justice official, provide insight into the performance and credibility of the system.²²
- **Risk Management (LIJ)** collects routine data from police records. The general risk of recidivism is assessed using indicators including age, gender and ethnicity, previous police contacts, diversion sanctions, and the severity of the offence.²³ A follow-up procedure assesses criminogenic risk and protective needs and includes data on an individual, their family and peers, and school experience (Spanjaard and Van der Put, 2012).
- **The Netherlands Youth Institute (NJI)** is the national institute for compiling, verifying and disseminating knowledge on children and youth issues. The NJI maintains a database ranking system for evidence-based interventions based on how rigorously a programme has been assessed (Kronberga and Sīle, 2015). Studies utilising a randomized control trial method typically are considered the ‘highest’ level for evaluating intervention impact (Kronberga and Sīle, 2015).
- **The Inspectorate of Security and Justice** assesses organisations implementing criminal justice services and programmes in relation to performance and adherence to rules and standards. In the area of youth justice, this includes youth detention, youth protection and juvenile rehabilitation institutes and facilities, the Child Care and Protection Board, the Halt Programme, the police, and the probation service (Inspectorate of Security and Justice, 2017).
- **Police Databases:** The Dutch police maintain several databases, the Basic Enforcement Services (BVH) and the Recognition Service System (HKS). The databases record youth crime and offences data. In the BVH, young people are registered if there are reasonable grounds for suspicion that they have been guilty of an offence. In the HKS, only arrested suspects are registered.

²¹ The throughput time is the period between the first police contact as a suspect and the moment of the execution of the sanction (Struiksmā et al., 2016).

²² Personal communication with a justice official 11/01/2018.

²³ Personal communication with a justice official 11/01/2018.

Box Seven: Routine Data Collection: The Views of the Experts

The Importance of Risk Assessment Data

Experts identified individual risk assessment data as the primary way of measuring effectiveness in Dutch youth justice. A three-phase process was outlined:

1. A preselection process based on information available in police records – age, gender and ethnicity, previous police contacts, sanctions, and the severity of the offence – categorises young offenders into low, medium or high risk of reoffending;
2. A follow-up two-step assessment is conducted by service providers and evaluates criminogenic risk and protective needs:
 - a. A general assessment is conducted, and if there are risks on several domains, a more extensive investigation will follow. Individual, family, peers and school data is used in this assessment.
 - b. Data is gathered from personal files and in structured interviews with parents and juveniles. This second phase offers information regarding which sanction or training may be suitable for a juvenile.
3. In a pre-intervention phase, data is collected by the probation service and juvenile detention centres in order to identify a treatment process. In addition, pilot studies are conducted in order to quality-assure the validity of the indicators used to examine youth crime and offending (Experts 1, 2 and 3).

The Need for Structured Coordinated Data Systems

Experts highlighted how data was inputted and shared with the central system impacted their capacity to assess the youth justice system. For example, one commented that ‘In the Netherlands, we do not have one data collection system for all partners, that’s just not here’ (Expert 4). Another explained that the existence of multiple data systems impacts centralised data collection. As the state coordinating agency for data collection, the WODC is reliant on stakeholder cooperation in relation to data collection procedures, particularly in relation to how information is recorded and inputted into the central database system.

‘...the police for instance has its own registration system. And in that system they tell about the age of the suspect, what he or she did for instance, maybe some other background variables and they register that in their own management information system. And then we have the public prosecutor who does exactly the same but then in a separate system, a registration system. What we do here is we collect parts of the registered information’ (Expert 2)

In addition to errors in how data is recorded and inputted, problems with unstructured data (e.g. textual data incorporating varied understandings of risks and protective factors) gathered by stakeholders were highlighted and the difficulties in integrating this information into a structured database. Experts emphasised the need for structured processes. ‘...the more systems there are, the more issues that arise’ as one put it. Experts also spoke of the digitalisation of data processes currently underway and of the introduction of ‘new software’ (to improve the analytical capacities of the WODC, e.g. text mining), both of which experts expected will streamline data processes (Experts 2 and 3). Experts shared their views on the need for more structured and streamlined data processes:

‘I think one system in which everybody can put their own piece of information would indeed be beneficial. But it’s sometimes hard to realise that because everybody has their own view on what they want to have in that system’ (Expert 3)

‘...every stakeholder is digitalising their work...we need to be more efficient and we need to be, we have to win time, we have a lot of cases which are being dealt with by the public prosecutor and by the courts. And they have like specific amount of minutes for every case and it’s just more efficient to do things on a digitalised manner instead of well collecting all of the paper for one case’ (Expert 2)

- **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.

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

Experts characterised state and local-level partnership regarding data collection and youth justice in positive terms. Expert 4 welcomed system integration on data – ‘we are part of a bigger thing, we are not on our own’ she commented – and spoke of feeling supported by state collection agencies ‘...the main thing is that they help us to improve’. Experts (2 and 3) also emphasised the value of effective partnership on data collection and highlighted a need for collection processes that are helpful and meaningful both to service providers and to researchers.

Experts identified a number of service integration issues impacting system measurement:

1. The operation of a ‘tailored approach’ in responding to youth offending was highlighted. This concerns the system-wide practice of considering each case as unique and that intervention planning is tailored to the needs of the young person. In many such instances, assessments of risk are at the discretion of practitioners (and so too the input of offender data into the WODC database). Such service provider autonomy was described as making system-wide assessments more difficult.

‘...we do not see in our systems that there is a risk assessment because the parole officer uses a tailored approach and thought it wasn’t necessary. I think that is a trend that we are seeing, which makes it for us very difficult to receive structured information that we can use in our analysis’ (Expert 3)

‘The result [of practitioner discretion] is that the risk assessments are no longer based on structured assessments, and the variety will explode. This makes it impossible to compare groups and at the end to assess effectiveness of intervention’ (Expert 1)

2. The outsourcing of service provision (by probation services) also has implications for WODC data collection activities. Experts questioned the capacity of some external service providers to comply with data collection and input processes. Expert 3 described how ‘another organisation delivers the intervention and that makes it difficult for us to get all of those pieces of information’. Expert 4 indicated that her organisation felt it was ‘the job of the system’ to create awareness among service providers of the need to measure the effectiveness of the system and its services. Expert 2 outlined the difficulties for data collection she felt were caused by outsourcing services in youth justice:

‘...it’s also difficult sometimes because the parole institution sometimes also commissions an intervention at a different care group or provider for instance, which then gives the intervention to that person. And then also parole services doesn’t have information about the specific type of intervention. So they provide supervision, so they supervise that person but they do not give the intervention themselves’ (Expert 2)

2.4.3 Outputs: Reporting on Youth Justice in the Netherlands

The WODC publishes a range of youth justice related research and evaluation reports, programme development reports, summaries, and statistical reviews. System outputs in relation to assessing youth justice include:

- **The National Drug Monitor Annual Reports (NDM)** provide information regarding use of drugs and drugs-related problems (adults and juveniles) in the Netherlands and new developments in legislation and policy. The NDM brings together information from policy documents, registration systems, surveys, and other research to provide a profile of drug consumption and related issues for the year in question and comparisons with previous years (typically with findings reported over the preceding decade) (see www.wodc.nl).

- **The Subcommittee on Judicial Interventions** assesses offending behaviour programmes to see whether they help, or may help, to reduce or prevent recidivism and reintegrate offenders into society (Aarten et al. 2011).²⁶ Interventions should be aimed at changing behaviour and reducing recidivism among youth, and be evidence-based (Berger and Brummelman, 2015). Four criteria of effectiveness are followed in the accreditation process: (1) theoretical accuracy; (2) probable effectiveness; (3) established effectiveness; and (4) established cost-effectiveness (see Brug et al., 2010).
- **The Database Effective Interventions (DEI)** provide up-to-date validated information on effective interventions and on the working mechanisms of different programmes.²⁷ An intervention has to be well documented, described in a standard form, and assessed by the Subcommittee on Judicial Interventions.²⁸ To be considered for accreditation and inclusion in the DEI, service providers must provide programmatic information in a number of areas. This includes data regarding intervention theory or model of change; selection of offenders and intended outcomes; targeting dynamic risk/criminogenic factors; effective methods and skills orientation; sequencing, intensity and duration; engagement and motivation (responsivity); continuity of programme and services; programme integrity; and monitoring and evaluation (Aarten et al., 2011: 29).
- **The Youth Delinquency Survey (MZJ)** is a survey of a nationally representative sample of young people aged 10 to 17 years conducted to complement police statistics in order to describe youth crime and offending (Weijters et al., 2016). The MZJ provides self-reporting data that affords 'a partial view of offences and offenders who are not yet known to the police' (Van der Lann and Goudriaan, 2015: 131) and allows indications of the numbers of offences by young people not detected by the police to be estimated (Ferwerda, 2015).
- The Annual Report of **the National Youth Monitor** published by the Dutch Central Bureau of Statistics (CBS) reports information about youth including family situation, children in families on income support, education, labour market, alcohol use, crime and crime victim rates, youth care, and overall life satisfaction. Table 8 describes the types of data collected and reported in the Dutch youth justice system.

²⁶ Personal communication with NJI official 26/02/2018.

²⁷ Personal communication with NJI official 26/02/2018.

²⁸ Personal communication with NJI official 26/02/2018.

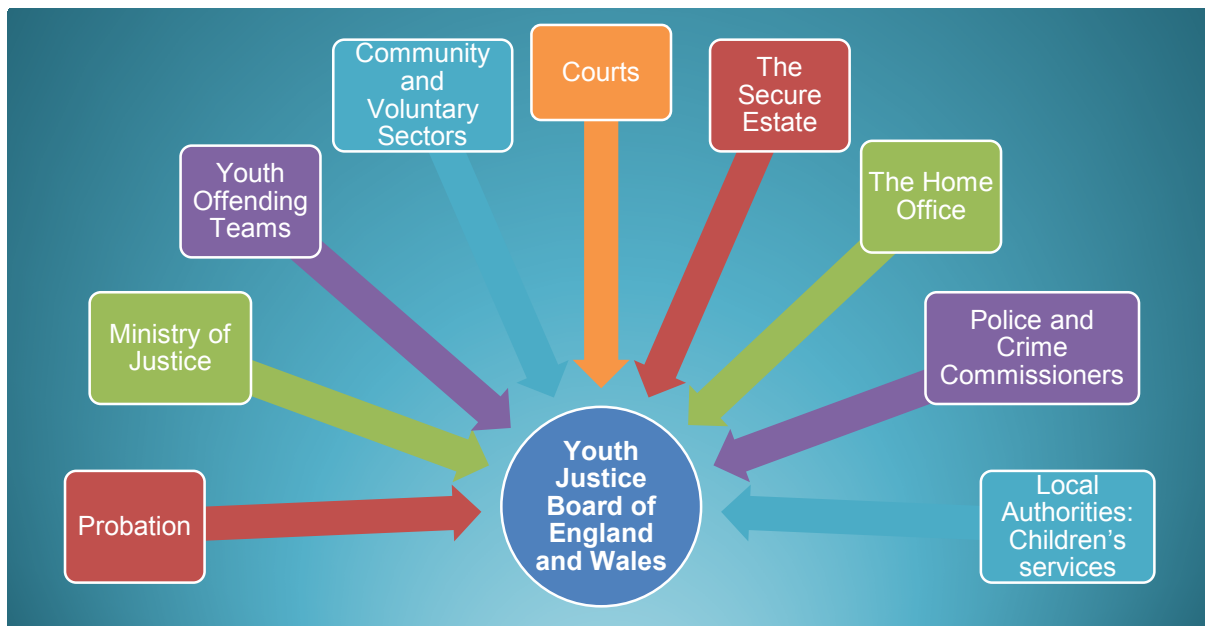
Table 8: Data Collected and Reported in the Dutch Youth Justice System

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

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).

Box Nine: Indicators of System Effectiveness: The Views of the Experts

Experts Policy Indicators

Experts highlighted how policy indicators shape and influence how the system is perceived to function and whether it is effective or not. The rate of first-time entrants coming into the system and levels of youth recidivism were identified, for example, as providing a good indication of the impact of diversion in England and Wales. This was reflected most clearly in significant reductions in youth involvement in the criminal justice system over the past decade. The Youth Justice Board of England and Wales reported a 73% reduction in proven offences committed by children between 2007 and 2016 (Bateman, 2017). Whereas crime and disorder policies had since 1998 (Crime and Disorder Act) focused on prosecuting and sanctioning youth offenders, since 2010, a primary policy aim has been to reduce youth contact with the criminal justice system, primarily through diversion. This policy development has significantly altered the landscape of youth justice in England and Wales (i.e. now youth entering the formal justice system predominantly are high-risk/high-need offenders).

'...what we've seen is there's been a massive drop-off in people coming into the system. But the young people left are those with the highest reoffending rates' (Expert 1)

System-Wide Reporting to Inform Practice

Experts questioned the value of system-wide reporting based on broad headline indicators of effectiveness. Expert 2 believed the system needs to record and report more information regarding the wellbeing of young people in the system and the outcomes achieved for young people who have completed youth justice interventions. Expert 3 commented that the current indicator was 'a binary measure' indicating whether the 'child been rearrested and got formal outcome for an offence' and did not take account of gradual changes in behaviour, e.g. reoffending. 'One lapse' by a young offender can be judged as reoffending and, perhaps, evident improvement in overall behaviour is not considered (Expert 3). Experts 2 and 3 also indicated that data collection and system measurement should better inform frontline practice and aim to improve the system overall, and avoid what they described as a tendency to focus on compiling datasets that were often not used to improve the system. For example:

'I suppose one of the big questions, not just here but everywhere, is do you just report on the headline? Or how many sort of sub-indicators you have. So you know if it's for the reoffending one, do you just say, let's just report on the reoffending rate? And we're not concerned too much with resettling young people after custody. And working with them effectively' (Expert 2)

'Some of them work, some of them don't you know, completely devoid of any contextual issues. Completely devoid of how it was delivered, all the different people have different characters, different response, different ways. It left out engagement in relationship issues' (Expert 3)

2.5.2.1 Research, Monitoring and Data Collection in England and Wales

The YJB is responsible for overseeing the administration of the youth justice system in England and Wales (Gelsthorpe and Kemp, 2015: 346). The YJB is mandated to support services in the system – YOTs,³⁰ community youth justice services and their partners, young offenders' detention facilities, secure training facilities, and secure children's homes – in their work to prevent youth crime and deliver 'positive outcomes' for children, young people and communities (YJB, 2017a: 9).

³⁰ YOTs include representatives from the police, probation, social services, health, and education (Bateman, 2017).

In terms of data collection, the YJB is responsible for collecting youth justice data and information from a range of government departments and organisations including: the Ministry of Justice – for youth justice information and statistics;³¹ the Home Office – via the Police National Computer (PNC) database; YOTs and relevant service providers;³² and the Secure Estate.³³ The data collected informs policy development and YJB priority programmes, YJB research, monitoring, and statistical publications (e.g. Youth Justice Annual Statistics), and freedom of information requests. The YJB supports the information and data analysis needs of YOTs. This includes (1) the identification of local needs and priorities, (2) identifying effective practices in youth justice (e.g. practice toolkits)³⁴ and providing information supporting the commissioning of services, and (3) providing data to allow performance comparisons with other YOTs (YJB, 2017b). In addition, the YJB engages in partnership studies with youth justice agencies, research organisations, and universities concerning youth crime and offending issues, e.g. the over-representation of minority youth in the youth justice system, and efforts to share best practice across the system (YJB, 2017a).

³¹ Information is collected via publications produced by the Ministry of Justice and bespoke subsets of those publications (personal communication with YJB and UK Home Office Officials 04/12/2017).

³² Information is collected via quarterly data submissions made by all Youth Offending Teams in England and Wales (personal communication with YJB and UK Home Office Officials 04/12/2017).

³³ Secure estate is the collective term for the different types of custodial establishments in which children may serve their sentence (<https://www.cypnow.co.uk>).

³⁴ Includes Reoffending Disproportionality Toolkit, Summary Disproportionality Toolkit, PNC Reoffending Toolkit, YOT Data Summary (quarterly publication), Reoffending Live Tracker Toolkit, Reoffending Pre-populated Local Level Tool, and the Justice Data Lab which provides access for service providers to central adult reoffending administrative data (personal communication with YJB and UK Home Office Officials 04/12/2017).

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

Information Sharing and Partnership Working

Measuring the effectiveness of youth justice in England and Wales depends greatly on the cooperation of system stakeholders. A primary goal of the YJB is to work in partnership with stakeholders in order to identify effective youth justice practice and interventions. Expert 1 emphasised that, in his view, an important objective of data collection and sharing processes was to facilitate innovation and development in the system. He suggested that having relevant, up-to-date and easily accessible research and statistical analyses (on the Youth Justice Resource Hub, for example) enables multidisciplinary, multi-agency knowledge transfer. In particular, it provides practitioners and service agencies with opportunities to share effective practices. It also allows central coordinating bodies to govern and track dissemination of effective interventions and programmes, according to Expert 2. Asked about the value of current data collection processes, experts commented that:

'We know the evidence is quite widely used. We did a survey recently of YOTs. And they said that they, a lot of them, through our Resource Hub – a lot of them said they looked at the results to find information about programmes' (Expert 2)

'The [Youth Justice Resource Hub] contains a mix of examples of practice from YOTs. So if the YOTs think they're doing something well, they send us in a submission to say, we've got this new scheme working with children, with education or reading difficulties and we publish it. So it's helping the rest of the youth justice sector understand what's going on. Because they learn from each other' (Expert 1)

Awareness of the Benefits of Effective Data Collection and Sharing Systems

Experts identified a need to create awareness among practitioners/service agencies of the benefits of effective system-wide data collection/sharing processes. This was highlighted in terms of better service provision, system accountability, and achieving better outcomes for children and youth. For example, Expert 1 argued that it was paramount that the system works to generate greater sense of ownership over data collection processes among practitioners/service providers responsible for collecting and ultimately using analysed information to improve practice. However, Expert 3 commented that the YJB data systems and other central data systems were not utilised by practitioners 'to any great extent'. Also:

'...if you talk to practitioners they might say, "well, we have to give all this data into the centre. What do we get from it?" So I think it's important for us to be able to show it's part of the public accountability, the system. That you can look at the, you know you can go online and find statistics and say, okay this is how the system's doing. And then, also for their own purposes they get something back' (Expert 2)

Expert 1 emphasised that data collection needs to be meaningful to practitioners. In his view, frontline staff need to appreciate the value of datasets and information systems, and, particularly, how such processes can help them to improve their practice or service. This is vital if the system is to reap the full value from data collection and system measurement. He felt 'if you measure something, it gives you a much better chance of doing it'; describing data collection processes as extending from measuring system effectiveness to uncovering what he termed 'certain anomalies in the system' and identifying who and what areas may be affected by justice policies and processes.

'...this gives people a sort of broader view of what's going on [in the system]. It's standardised. You can search on the subject. What's on the hub about, looked after children, children in care. And you get a whole load of information back. Some of it will be programmes, some of it will be practices, YOTs designed a good checklist for working with young people... This is a helpful bit of governance' (Expert 1)

2.5.2.2 Routine Data Collection and Measuring Effectiveness in England and Wales

Routine data collection processes are an important mechanism in efforts to measure effectiveness in the youth justice system in England and Wales. For example:

- **The Youth Justice Application Framework (YJAF)** information management system facilitates practitioner reporting, monitoring, and data collection in the youth justice system. YJB staff, YOTs (staff and management), local authority managers, and youth justice practitioners use YJAF to report information centrally to the YJB (YJB, 2017b). Typically, information and data inputted into YJAF is collected using case management systems (CMS) and through risk assessment procedures. This data includes – demographics, ethnicity, family situation, attitudes and behaviour, offences/offence histories, legal outcomes, court hearings information, probation and supervision, placement information, and participation in and completion of intervention programmes (YJB, 2017c). In addition, practitioners use the YJAF platform to report to the YJB ‘all notifiable incidents’ (e.g. serious offences, suicide attempts) in relation to the safety of children in the system and broader public protection (YJB, 2017b: 2).³⁵
- YOTs and youth justice practitioners can access a range of youth justice information and data resources using the YJAF system. For example, the current YJB Reducing Reoffending Toolkit contains up-to-date data from 2014/15 and contains the following tools: **the Police National Computer (PNC)**³⁶ reoffending data tool; and **the live tracking tool** (which compatible with Asset Plus risk assessment tool). The PNC takes the official reoffending summary level performance data for England and Wales and displays information across several variables including by geography (e.g. district, Local Authority (LA), YOT); by demographics (e.g. age, gender, and ethnicity); and by offence category (e.g. disposal, offence type, time to first re-offence, etc.) (YJB, 2017c). YOTs use PNC data to identify areas for improvement, to better target resources, to identify gaps in offending data, and to allow performance comparisons with other regions and with national statistical means (YJB, 2017c).
- **The live tracking tool** provides the capacity for the youth justice system to track individual young people in the system. YOTs can access inputted data that allows them to monitor change in a young person’s circumstances and thereby make better case management decisions (e.g. timing and programme type) (YJB, 2017c). According to the UK’s Ministry of Justice, the tracking tool allows (from routine data collected in the system – adult and juvenile) the identification (in real time) of trends in offending and system responses ‘so that strategic decisions can be made in terms of commissioning, design of interventions, use of resources to improve performance’ (www.gov.uk).
- **Asset and Asset Plus** are structured risk assessment tools that evaluate an individual across a number of domains and dynamic factors (cognitive factors – attitudes, opinions, beliefs and thinking that support and justify offending behaviour – family and personal and peer relationships and lifestyles – and alcohol and drug misuse) (Wilson and Hinks, 2011). Asset data is mostly used to

³⁵ The YJAF began operation in 2016 (personal communication with YJB and UK Home Office Officials 04/12/2017)
³⁶ The Police National Computer (PNC) is the policing database for the UK and contains information regarding cautions, warnings and dates of offences.

target interventions and make child welfare decisions, and informs several stages of the youth justice process from initial contact through to sentencing (Wilson and Hinks, 2011). Asset Plus data includes demographics; offence-related information; criminal history; living arrangements; family and personal relationships; education, training and employment; community; lifestyle; substance misuse; physical health; emotional and mental health; perception of self and others; attitudes and behaviour; attitudes to offending; motivation to change. Data from the Asset Plus system is shared centrally via YJAF (www.gov.uk).

Box Eleven: Routine Data Collection: The Views of the Experts

In order to inform practice, the YJB analyses and standardises reoffending and behavioural management data collected from service providers (e.g. YOTs), commissions external research, and publishes research reports and statistical outputs (e.g. the Youth Justice Resource Hub). In terms of routine data collection, experts described a general reciprocal arrangement. For example, YOTs upload quarterly data from caseloads collected via the Asset/Asset Plus systems. This data is analysed by the YJB and presented in a digital format (with drop-down menus) identifying key measures. Standardised data (stored in the YJAF) informs the service provider's decision on placement/treatment options for young offenders and serves as an analytic tool for research purposes (by YJB research and statistics departments and universities/researchers).

Experts reported that frequently structured data is not available from service providers, it is missing or incomplete, or data inputted into the central system (YJAF) by one YOT is incompatible with data from others (as they may use different case management systems and risk assessment tools). YOTs are legally obliged to provide the YJB 'with quarterly data in a timely and accurate manner' (YJB, 2017c: 2). However, as Expert 1 pointed out, the YJB does not control data collection processes and largely is dependent on cooperation of stakeholders (e.g. the Secure Estates and YOTs) in relation to collection and input. Several remedial actions were identified as having been implemented over recent years, including an extensive nationwide training programme concerning data collection (i.e. Asset Plus) and database IT systems have been adapted to highlight input errors. Expert 3 also emphasised the need for collection processes where data is used and 'not just stored'. In addition, routine collection processes should gather data consistently across the system, if young people are to be appropriately matched with youth justice interventions (Expert 3).

'...they [the YJB] have access to all the information on all the children in custody. And so, in order to be able to match the kid with the right type of placement, at least in theory. Although choice is pretty limited. Then they required youth offending teams to complete quite a lot of forms at that stage. So they had all that data, you know on the characteristics of children going into custody, not much that's been done with that really' (Expert 3)

2.5.3 Outputs: Reporting on Youth Justice in England and Wales

The YJB publishes a range of research and evaluation reports, summaries and statistical reviews and datasets including the youth justice annual statistics reports, youth custody data, and proven reoffending statistics. Other data resources include:

- **The Youth Justice Resource Hub** is an online resource containing examples of effective youth justice practices, online development and volunteering opportunities, and youth justice research.

- **Effective Practice and Research Monitor** provides updates and publications from a selection of government, third sector, and private organisations as well as academic mailing lists (YJB, 2017a).
- **The YJB Library of Effective Interventions (LEI)** is an online collection of practice resources, intervention toolkits, and materials (YJB, 2015). YJB 'Standards of Evidence' are used to classify practices and interventions submitted to the LEI. Service providers provide programmatic information describing how interventions may reduce offending, recidivism, new system entrants, and young people in custody. In addition to recording evidence of impact and positive change, the context of the intervention – with whom it worked and where – and cost-effectiveness and value of the programme are documented (YJB, 2013b).
- **The Crime Survey for England and Wales (CSEW)** is a large-scale self-report study that collects information regarding respondents' experiences as victims of crime during the previous 12 months (Bateman, 2017). Since 2009, young people under 16 years have been included in the survey (approximately 4000 per annum), allowing crime affecting 10- to 15-year-olds to be estimated (Gelsthorpe and Kemp, 2015). Also, as a victimisation survey, the CSEW's utility as a youth crime data source is enhanced as the survey records crimes not reported to the police, thereby providing a more complete and overall indication of crime and victimisation rates (Bateman, 2017). Table 9 describes data collected and reported in relation to youth justice in England and Wales.

Table 9: Data Collected and Reported in the Youth Justice System in England and Wales

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; • History of criminal/antisocial activity; • Experiences of bullying and victimisation; • Youth behaviour, substance misuse, lifestyle variables; • Attitudes to crime and antisocial behaviour; • Motivation to change; • Location and regional youth crime data; • Family environment and accommodation; • Social/peer relationships; and • Psychological wellbeing and suicide attempts. 	<ul style="list-style-type: none"> • Number and rates of custodial and secure detention of youth; • Court processes in youth justice – reported arrests, sentencing outcomes; • Number of and length of cases requiring a period of supervision; and • Number of out-of-home placements. 	<ul style="list-style-type: none"> • Early intervention and diversionary interventions available in the system; • Completed youth justice programmes; • Duration of custodial confinement; • Out-of-home placements and treatments provided/completed; and • Completed community service obligations. 	<ul style="list-style-type: none"> • Recidivism rates/statistics; • Youth in custody recorded as having undergone behavioural change; • Youth experiences of young offender institutions; and • Youth crime trends.

2.5.4 England and Wales: Summary

The effectiveness of youth justice responses in England and Wales primarily is assessed based 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. The Youth Justice Board collaborates with a variety of stakeholders to assess and inform youth justice, delivering a range of research, evaluation, and programme development evidence across a range of services, policies, and initiatives. State-supported bodies and systems provide research material, statistical data, and information on youth crime and on early intervention and programmes that are available in the system. The Youth Justice Application Framework (YJAF) information management system, for example, facilitates practitioner reporting, monitoring, data collection, and knowledge transfer in the youth justice system.

According to experts, recent policy development has significantly altered the landscape of youth justice in England and Wales. Policy changes have resulted in increased implementation of diversion and restorative strategies with only high-risk/high-need offenders entering the formal justice system. Experts identified service agencies delivering justice interventions as accountable for the outcomes experienced by young people interacting with the youth justice system. Policymakers and practitioners, in their view, should be aware of and understand the needs of such young people. To inform the system in this regard, experts identified a need for broader, more context-focused analysis of youth justice data identifying not only the risks but the needs of young people who come into contact with criminal justice agencies.

Data and research processes should inform policy and practice development and drive innovation in youth justice, according to the experts interviewed. This they felt might be best achieved through effective collaboration between statutory agencies, service providers, and educational institutions on data collection and research. The YJAF was identified as a statutory supported initiative leading to significant system enhancement of youth justice data and information capacities in England and Wales. Strengthened data capacities included the standardisation of data processes and input, multidisciplinary knowledge transfer, the identification and sharing of effective practices among service providers, and enhanced governance (tracking) capacities in youth justice. Experts did identify, however, a need to create awareness among practitioners/service agencies of the benefits and value of an effective system-wide data collection/sharing process. In their view, data and research strategies should be shaped by practice and intervention needs and goals if processes are to be considered meaningful and used consistently (and correctly) by frontline practitioners and service providers.

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>).

Box Twelve: Indicators of System Effectiveness: The Views of the Experts

Transparency

In 2007, special juvenile sanctions were introduced in Sweden to increase transparency and to help measure effectiveness in the system (Lappi-Seppala, 2015). According to Persson (2017: 105), the 2007 juvenile justice reforms were designed to 'focus on and protect juveniles' and 'to create a system of state responses to juvenile offending that would be more clearly geared towards the reduction of recidivism while also reducing the use of fines and prison sentences'. Prior to the 2007 legislation, responsibility for young offenders aged 15 to 17 years lay solely with social services, who alone decided their treatment needs (Persson, 2017). This system was criticised for its apparent lack of transparency (Persson, 2017). The 2007 legislation provided for a youth care sanction obliging the social welfare board to intervene to promote the future social development and reintegration of young offenders (under 21s) (Lappi-Seppala, 2015).

Multidisciplinary Response

Experts indicated that processes to measure effectiveness in child services do not focus directly on justice. Instead, data is collected cooperatively in multiple areas and domains of concern including youth crime and offending, addiction, child welfare, and housing issues. This makes it difficult to measure effectiveness of youth justice intervention, as the system does not separate youth in care according to the 'reason they are receiving care' (Expert 3).

'...you have to also remember that the National Board of Health and Welfare in governing, or in trying to develop standardised indicators for the municipalities to collect...it's not just about young offenders, there's lots and lots of different issues, there's several different reasons why young people are placed in compulsory care' (Expert 2)

Research and Evaluation

In terms of assessing youth justice responses specifically, Expert 2 pointed out that the Swedish system engages more in focused and specially commissioned (e.g. by the State) research and evaluation rather than implementing system-wide collection processes. The experts identified issues influencing youth justice research and data collection as:

1. Sweden's relatively small youth offender population;
2. The relatively short time young people are detained in compulsory care (typically between 3 and 5 months);
3. The tendency for units working with offenders to be small-scale organisations; and
4. Service providers often lack the necessary data analytical capacities and resources to collect and analyse data systematically.

Experts commented on the practical difficulties of system measurement in responses to welfare and justice concerns with children:

'We don't have a long-term responsibility to audit the criminal justice system. So if we look at these things [youth justice], it's due to a separate research assignment by the government, to look at something special. But we don't over time have a system for auditing processes' (Expert 3)

'...when it comes to measures by the social services, that the organisations are too small. And the geographic areas are too small for each, for most municipalities, to get a treatment group that is big enough' (Expert 3)

2.6.2.2 Routine Data Collection and Measuring Effectiveness

In Sweden, the ADAD (Adolescent Drug Abuse Diagnosis), the service user administrative database (KIA), and the DOK (Documentation Systems in Abuse)³⁹ are the primary systems routinely used to gather data about young offenders.

- **The ADAD** is a database system used to document and evaluate the problems and issues affecting young people detained in Special Youth Homes (Shannon, 2011). Information is gathered in a structured interview questionnaire (Friedman and Utada, 1989) administered to youth on arrival and/or when entering secure care and/or a treatment programme (Ybrandt, 2013). In addition to age and gender information, the multidimensional 150-item instrument provides data on health, school/employment background, family and social/peer relationships, psychological wellbeing, criminal justice involvement, and alcohol and drug use (Ybrandt, 2013; Shannon, 2011).

ADAD is used by SiS to diagnose individual problems (current and historical) and to provide detailed assessment of circumstantial (e.g. family, peer, community) problems affecting a young person (Shannon, 2011). In particular, ADAD asks young people about the frequency and intensity of problem behaviours and other specific issues that may affect them, e.g. family and peer problems (Ybrandt, 2013). In addition to providing a basis upon which to assess youth needs, plan treatments, and measure individual change and the effectiveness of treatments and programmes (Ybrandt, 2013), ADAD provides, according to SiS, opportunities for young people to influence and input into their care and treatment plans (Statens institutionsstyrelse, 2005).

- **The KIA** contains information on young people committed to Special Youth homes in Sweden. The information gathered using KIA typically is used to bill social service administrations and local municipalities for the costs of out-of-home care placements and includes, among other things, the length of stay at a home or homes and the time spent in particular units of home(s) during a young person's placement (Shannon, 2011).
- **The DOK** is a questionnaire administered to adolescents and adults with alcohol and drug misuse problems (Dahlberg et al., 2017). It is used to provide a common system-wide basis for evaluating and documenting problems affecting voluntary care and compulsory care service users (www.stat-inst.se/). The system allows practitioners to identify and record a young person's problems, current circumstances, and treatment needs. DOK assessment information allows for the identification of appropriate interventions and treatments and provides a base upon which to monitor, research, and evaluate intervention processes and outcomes (Dahlberg et al., 2017).

The DOK is administered with a young person on entry into the care system, during treatments, when care and treatments conclude, and at follow-up points (Jenner and Segraeus, 1997, cited in Anderberg and Dahlberg, 2005). The questionnaire is designed to gather information on a variety of areas in a young person's life including social service contact, substance misuse (alcohol and

³⁹ The DOK is utilised to collect data both from youth and from adult service users.

drugs), health (including mental health), crime and victimisation and previous and current contact with the criminal justice system, childhood history and experience, home life and accommodation, and education, employment and leisure activities (www.stat-inst.se/). The information gathered using DOK is inputted by practitioners into a SiS database and used to plan treatment and follow-up interventions at national and local level (Anderberg and Dahlberg, 2005).

- **The Scientific Council** advises SiS in relation to youth residential care and addiction care research. The council aims to promote research in youth care and drug addiction, support the evaluation of research and monitoring applications in the system, and support the dissemination of research and evaluation of youth care/addiction care practice and programmes.

Box Thirteen: Routine Data Collection: The Views of the Experts

Analysis of Case Management Data

Experts identified more effective use of data routinely collected using the ADAD database system as important. Expert 3 felt that a more intensive analysis of case management data collected from young people in secure care and over the lifetime of their involvement in the care system would provide improved capacity to evaluate the outcomes of interventions with young people. Experts were of the view that while an extensive amount of data is routinely collected on youth justice interventions, analysed information is not effectively used to promote or improve the system. For example:

'I think we have a lot of data but we are not using it very well. We are trying to work in a scientific way that we use best practice when it comes to methods and so on. And we put a lot of work in our school system: every institution, all of the four institutions, have a little school. But we have not, we are not very good at follow-up if we are doing the right thing' (Expert 2)

'If we can do that interview a bit more systematic that would be one way of knowing what was happening in one year after they come to our institutions' (Expert 1)

Awareness of EBP and Evaluation

Recently established data systems and greater evaluation of evidence-based practices and programmes were acknowledged by experts as mechanisms helping to expand Sweden's youth justice knowledge base. A particular issue highlighted was the need to standardise risk assessments across secure care units and youth justice interventions. Another issue was the need for a more extensive understanding of the risks affecting young people. Expert 3 used an example of how evaluation (of the effects of a recently introduced community sanction) could be used in this regard:

'The sanction is administrated by the social services. But that hasn't been effect evaluated. We could get figures on how much they are reconvicted. But to see if it's a better, it's more efficient a sanction than something else, then you have to do much more sophisticated analysis, when it comes to risk profile. And that's we'll say that means that you build up a similar risk profile, for the whole country, for all social services to use. And it has to be a risk profile system that really has a validity, to get a correct prognosis' (Expert 3)

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.

2.6.3.1 Reporting by Sweden's National Council for Crime Prevention (Brå)

Brå publishes a range of statistical analyses – for example, the annual National Crime Survey (SUB), the National Security Survey (NTU), and the Swedish School Survey on Crime. In reports, Brå presents analyses of crime trends and criminal justice matters including topics as diverse as perceived public vulnerability to and exposure to crime, security, confidence in the judiciary, and victims' experiences of the criminal justice process, hate crimes, threats to politicians and criminality among schoolchildren (www.bra.se). Brå reporting that contains data regarding young people and criminal justice includes:

- **Swedish crime statistics** report on the levels of crime and crime trends based on the crimes reported to and prosecuted by police, the customs service, courts and prosecutors. Statistics are based on the routine data inputted in criminal justice services' administrative systems. Data utilised relates to offences, hate crimes, processed offences, persons suspected of offences, the prison and probation service, and recidivism.
- **The Swedish Crime Survey (Adult)** reports findings in a number of areas including exposure to crime and fear of crime, public confidence in the criminal justice system, and crime victims' experience of involvement with the criminal justice system (Brå, 2017). The information included in reports relates to victimisation and offences against the person – assault, sexual offences, threats and harassment, robbery, and fraud. The annual National Crime Survey (NTU) reports on Swedish (people aged 16 to 79 years) attitudes and experiences of crime victimisation, fear of crime and public confidence in the justice system (www.bra.se).
- **The Swedish School Survey on Crime** examines youth victimisation and youth involvement in crime and antisocial behaviour (Ring, 2013). Survey reports provide analyses of data collected in nationally representative self-report surveys of robbery, violence, and other problem behaviours (including truancy and substance misuse) among post-primary school students (average age 15 years) (Ring, 2013). Beginning in 1995, surveys were conducted annually until 2005 and thereafter every third year (Frenzel, 2016). The most recent report (2015) provides a basis upon which the prevalence of youth participation in crime and antisocial activity and trends over time in this age group (during the period 1995–2015) may be examined (Frenzel, 2016). Table 10 describes youth justice data collected and reported in Sweden.

Table 10: Data Collected and Reported in the Swedish 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; • 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.

2.6.4 Sweden: Summary

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

Security Survey (NTU), and the Swedish School Survey on Crime – and annual and research reports presenting analyses of crime trends and criminal justice matters.

System experts identified a need for greater evaluation of responses to youth justice and the standardisation of data collection and analysis processes. One expert highlighted Sweden's small youth offender population and the typically short detention period for youth (between 3 and 5 months) as reasons why more focused research of youth justice interventions was required. She spoke of the need for more research and evaluation in the system and, through such processes, to learn from the expertise of practitioners. Service provider data collection and analysis capacity and an urban/rural divide in terms of the level of service provision also were identified as challenges in the development of a nationwide standardised measuring system.

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.

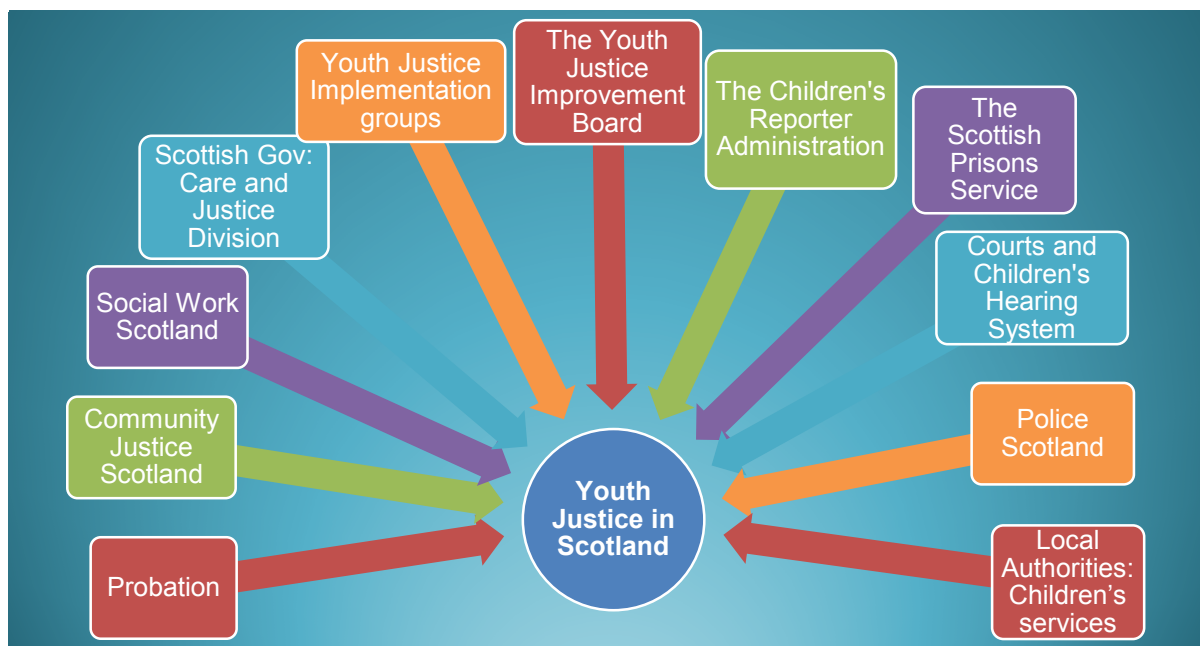


2.7.1 Context: Key Features of Scottish Youth Justice

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

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.

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

Experts identified a number of local-level factors influencing data collection and system measurement, including:

1. Linkages between local authorities and service providers and central collection agencies, and
2. Differing data collection needs between local and central systems.

Experts indicated that measuring effectiveness in Scotland's youth justice system was made more difficult by the absence of systematic data collection at national level. Experts highlighted, for example, varying degrees of local capacity between urban and rural areas (i.e. more extensive data collection and analysis in the larger urban centres). In addition, data recording (and computerised) systems operated at local level varied in capacity and format between individual local authorities and between agencies seeking to collect youth justice data at a national level.

'We've got 32 local authorities in Scotland who all record on different types of systems and different types of data that they probably use internally' (Expert 1).

'Larger authorities have an analyst working for them who collect their data, you know like your Glasgows and your Edinburghs and they will use that data themselves. And then some of the smaller local authorities, they don't, they'll collect, well some do, some will be collecting some data about the numbers of young people they're working with and the reasons. But none of that is collected nationally' (Expert 2)

Differing Data and Information Needs

Data needs at local level can differ from data priorities at national level. Experts highlighted that at local level data collection primarily is focused on the needs perceived to be important to community-based service providers and frontline practitioners (rather than system effectiveness goals and targets). Expert 1 commented that a 'difficulty we're up against in evaluating a system like that is it is local, and they're very definitely tailored to local needs. So what one local authority does and works in that local authority might not work in another local authority'. Expert 2 indicated that the added value of youth crime and offending data in achieving improvements to practice and better outcomes for children and youth needs to be demonstrated and communicated effectively to service providers. She maintained that awareness of evidence-informed practice was particularly important in a system that is 'a mix of child welfare and youth justice priorities that don't necessarily match'.

'I don't think they're [effectiveness indicators] that useful, they give a measure of what's happening with crime and offences for young children, it doesn't really tell you an awful lot about the individual child. Which is where I think we've got the disparity because at a local level it's all very much child centred and they want to do the best thing for the child, which is great, that's what we want them to do. They don't necessarily see collecting national data as being best for the child' (Expert 2)

2.7.2.3 Routine Data Collection and Measuring Effectiveness

Routine data collection processes are an important part of Scotland's efforts to measure effectiveness in youth justice. For example:

- **The Scottish Children's Reporter Administration's (SCRA)** role is to help Scotland's Children's Reporters make informed and effective decisions regarding the need to refer a child/young person to a Children's Hearing (CYCJ, 2017b).⁴⁴ The SCRA also provides data on youth crime and

⁴⁴ The Scottish Children's Reporter Administration has over 200 Children's Reporters who are located throughout Scotland in each local authority area (Mitchell et al., 2015).

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).

Box Seventeen: Routine Data Collection: The Views of the Experts

Need for Consistency in Data Collection and Monitoring

Experts identified a need for consistency in routine data collection and monitoring systems. According to experts, more integrated collection processes and national datasets in youth justice are required. For example, police data and case management data are not aggregated at national level – and this was identified as limiting overall system assessment.

Expert 2 commented:

'...it would be good for youth justice if we had one consistent IT system across Scotland'; however, 'while there is data collected locally, we don't collect any of that centrally'.

Expert 1 similarly argued that separate data collection processes limited system-wide analyses, and highlighted the need for stakeholder cooperation and the development of systematic data collection processes and technologies.

'...we're doing research on our own assessments as part of our own studies, but none of it is collected nationally. Nobody would know how many ASSETs has been done this year, how many YLSs, it's not collected nationally' (Expert 1)

Funding

Recent changes in how youth justice is funded were identified by experts as influencing data collection and measurement in the system. In their view, reductions in the numbers of youth involvements in the criminal justice system have resulted in reduced funding of youth justice interventions and services. This has had knock-on effects for data collection, monitoring and evaluation in the system. Both experts spoke of how they felt that system measurement has been impacted by these changes:

'...there isn't the money now and it is all about evidence. Because if you want the money you need to show it's effective, but if you don't have the data how can you show it's effective?' (Expert 1)

'Every local authority's funding has got reduced. But it was no longer a requirement to have youth justice teams. I think there was some local authorities saying 'we don't need a youth justice team, a youth justice worker, either in children and family social work or criminal justice social work; we don't have the numbers. So what has happened is a lot of local authorities have lost their expertise' (Expert 2)

2.7.3 Outputs: Youth Justice Assessment in Scotland

In Scotland, the effectiveness of youth crime and youth justice programmes and practice is assessed through a range of research and monitoring processes. System outputs in relation to youth justice assessment include:

- **Police Scotland:** From 2007 until 2013, the Scottish Government published annually the Scottish Policing Performance Framework (SPPF). The SPPF reported on data regarding levels of crime and offending in Scotland and on police performance (Scottish Government, 2013). In reports, the number and percentage of children and young people diverted to early intervention processes was identified and used as an indicator of police performance in relation to youth justice (Scottish Government, 2013). Since the establishment of Police Scotland in 2013, information and statistics on youth crime and offending has been extracted solely from court proceedings data.⁴⁵ However, the Police Scotland Safer Communities team is currently (under Police Scotland Children and

⁴⁵ Personal communication with Scottish youth justice officials 16/01/2018.

Young People Approach 2016/2020) developing a monitoring action plan in relation to police reporting on youth crime and offending. The Force expects to publish information and statistical data on youth crime and offending from 2018 (Police Scotland, 2016).⁴⁶

- **The Scottish Crime and Justice Survey** is a large-scale social survey that records people's experiences and perceptions of crime in Scotland, including crimes that have not been reported to and/or recorded by the police (JAS, 2017). The survey provides a snapshot of crime in Scotland, and examining crime trends over time and assessing the risks and characteristics of crime for different groups in the population (JAS, 2017). The survey concerns all crime, and not youth crime and offending specifically (CYCJ, 2017a).
- **The Scottish Accreditation Panel for Offending Programmes** seeks to 'reduce reoffending by setting standards; promoting excellence in programmes in dealing with those who have offended; accrediting and encouraging effective approaches; and to encourage properly evaluated innovation' (Donnelley, 2008: 2). To be considered for accreditation, service providers must provide programmatic information and data in the following areas:
 - How an intervention will produce positive change in relation to dynamic risk factors such as attitudes, beliefs, behaviour and social circumstances, in order to reduce offending;
 - The sequence of intervention activities that are implemented in order to achieve clearly defined objectives that have been demonstrated to be effective in reducing offending;
 - How the intervention can be replicated with other young people who have similar patterns of offending; a programme's evidence-based design; and
 - How a programme is individualised, systematic and structured (Donnelley, 2008).

Table 11 describes data collected and reported in relation to youth justice in Scotland.

⁴⁶ Personal communication with Scottish youth justice officials 16/01/2018.

computerised) systems operated at local level varied in capacity and format between authorities and between state-supported agencies seeking to collect youth justice data at a national level. As in other jurisdictions, the importance of stakeholder cooperation on data collection and analysis and research was emphasised, particularly was a requirement in the further development of systematic collection processes and technologies. According to experts, data and research strategies should be shaped by practice and intervention needs and goals in order to help demonstrate (to frontline practitioners and service providers) the utility of data collection (i.e. risk assessment/case management) and evaluation. However, reduced funding in the youth justice sector over recent years was identified as having limited research and data capacities of local authorities and agencies in the system.

2.8 International Review: Summary

This chapter identified and described the primary data collection, reporting, and evidence-informed measurement processes implemented in six jurisdictions – the states of Washington and Pennsylvania in the USA, The Netherlands, England and Wales, Sweden, and Scotland. It presented key insights from experts in each system regarding how youth justice is assessed. The international review found that youth justice systems globally are moving to align their programmes and services with what has become known as evidence-based and evidence-informed practice. Youth justice generally is oriented at preventing recidivism, minimising youth contact with the criminal justice system, and providing young offenders with timely, supportive, and evidenced-based interventions. In each system, a mix of alternative sanctions (diversion), community service orders, restorative practices, treatment and care interventions, and detention for serious crime is implemented. In addition, a hybrid of justice and welfare-based models influence youth justice priorities, with public safety and victims' rights, offender accountability to victims and the community, and the social and educational development of young offenders emphasised. Chapter 4, Section 4.2, presents an overall analysis of the data processes that support the measurement of effectiveness in international youth justice.

Table 12: Key Features of Irish Youth Justice Policy

- An effective and responsive youth justice system is child-centred and rights-focused;
- Detention should be used only as a last resort in responding to youth crime and only imposed once all other community-based diversion responses and sanctions have been exhausted;
- A partnership approach across justice and child welfare sectors in reducing youth crime and the delivery of youth justice services should be focused and coordinated at both national and local levels;
- There should be ongoing development of an integrated, multi-layered model of crime prevention for at-risk children and young people emphasising early intervention, family support, welfare and protection;
- Youth justice-related decisions should consider a young person’s age and level of maturity in addition to the importance of protecting family relationships and their home life;
- Practice based on a restorative ethos should be expanded in youth justice interventions, maintaining and maximising opportunities for victim-offender responses;
- There should be compliance with best practice and service delivery standards; and
- Programmes and services should be evaluated to indicate their effectiveness and efficiency in achieving desired outcomes.

Since the 1990s, child welfare and crime prevention policies and legislation have underpinned a dramatic increase in community-based initiatives. While programmes may have diverse aims, generally they seek to address the multiple risk factors affecting children’s lives and promote positive lifestyle choices (Government of Ireland, 2007). Factors identified (in Report 1) as influencing youth justice responses in Ireland are presented in Table 13.

Table 13: Rationale for Youth Justice Responses in Ireland

- A number of crime reduction and offending factors influence Ireland’s youth justice policy, including the recognition that:
- A range of complex and interconnected factors influence youth crime and offending and so require comprehensive and integrated responses;
 - Youth crime is transitional and involvement in crime for most young people declines as they mature;
 - Young people are accountable for their actions and behaviours; however, exposure to the criminal justice system and/or a criminal conviction can harm a young person’s future life prospects; and
 - A minority of young people engage in persistent offending and are at risk of long-term involvement in crime into adulthood.

The Garda Youth Diversion Office is responsible for the operation of **The Diversion Programme**. The programme offers a child or young person who has committed an offence an opportunity to be cautioned in lieu of prosecution. Once a young person accepts responsibility for an offence they have committed, a range of initiatives, including a caution and supervision, are put in place by a specially trained Garda Juvenile Liaison Officer to help the young person desist from criminal behaviour. Consideration is given to a possible referral to a **Garda Youth Diversion Project (GYDP)**, which are administered by community-based organisations who are funded by the IYJS. GYDPs work in partnership with Garda

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 also gather YLS/CMI data and information. This 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.

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.

service delivery in Ireland (Shaw and Canavan, 2016). In addition, *Growing up in Ireland* – The National Longitudinal Study of Children – collects self-report information (using survey questionnaires) from children and young people. In Wave 3 of the study, as well as socio-demographic, family, wellbeing and health, and education and development data, information regarding contact with the criminal justice system (including data regarding drug, tobacco, and alcohol misuse) is collected (A. Murray et al., 2015).⁶¹ Table 14 describes data collected in the Irish youth justice system.

⁶¹ *Growing up in Ireland* tracks the development of the child (1998) cohort over time (to date at age 9, 13 and 17), facilitating an understanding of children/young people’s trajectories and the factors associated with them, as well as the underlying causal pathways and processes associated with particular experiences and outcomes (A. Murray et al., 2015).

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.

In addition, data and information collected and shared in data processes could promote a multidisciplinary understanding of youth offending and the often complex needs of offenders. For example, Expert 9 commented that a capacity to track young people's interaction in the system 'end to end' is important, as *'then we can link health, crime, project interaction'*. Similarly, Expert 6 commented that *'If we cannot track young people through the system we cannot say if the services they received were effective or not'*. Five experts also noted that data collaboration also creates awareness among services and practitioners of the need for evidence-informed responses in youth justice. Data processes were *'a way to prove the value of their work or to show clearly why things were or weren't working'* (Expert 2). Two experts highlighted what they believed was required of data processes:

'...the first thing would be universal identifier. So you've got experts in certain things: say guards [police] are experts in terms of crime, so measuring crime. Then the youth projects may be experts in risk assessment. HSE or Tulsa may be experts in health outcomes...it's about sharing that expertise and sharing that data and that evidence base' (Expert 1)

'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)

3.4.2 System Integration and Measuring Effectiveness: Irish Expert View

Key Messages:

- Most youth justice service agencies collect and analyse data independently;
- Sharing of data across service agencies is difficult because of system incompatibility and because agencies collect and analyse data for their own agency purposes;
- Data and analytic capacity varies among service agencies;
- Data and information is frequently collected but not always utilised to develop/improve services and interventions; and
- There is a need to develop protocols and standards to allow greater integration of data collection and analysis in the system.

Service agency representatives advocated for a central data point in youth justice, but also identified a number of system-level factors as affecting data and measurement processes.

1. Data systems implemented by youth justice stakeholders as being *'independent of each other'* (Expert 2). For example, while the Gardaí and the Courts Service share offender data (to facilitate court procedures) via the PULSE system and the Criminal Case Tracking System (CCTS) respectively, other stakeholder agencies' data (IT) systems were described as being *'incompatible'*, *'ad-hoc'*, and *'in need of being updated'* (Experts 1, 2 and 9). Expert 2, for instance, commented that current data processes *'are all on the go ten/fifteen years so there isn't a compatibility of systems'*. Experts identified a need for data processes and systems to be aligned if partnership on data is to be productive. Several described data systems currently in place as incompatible and as limiting partnership. For example:

'We brought that information together and it wasn't as accurate as we would have liked. We had different data on both sides [Gardaí and Tusla]. It wasn't clear what was

3.4.3 Routine Data Collection: Irish Expert View

Key Messages:

- A data-driven service model requires the development of an integrated data collection system;
- Data routinely collected by service agencies requires a more comprehensive analysis in order to identify the outcomes of youth justice interventions and to inform practice;
- Integrated (and digitalised) data processes could improve system operations and efficiencies by:
 - Making young offender and youth crime data available to each youth justice agency;
 - Linking data processes (e.g. risk assessment and case management) in the system;
 - Reduce duplication (e.g. in assessments) and input error;
 - Enhancing accountability in data and information processes (e.g. knowing how and when data was collected); and
 - Improved data accuracy and timeliness in producing intervention and programme information.

Experts believed a more rigorous analysis of data routinely collected by service agencies in the system is necessary in order to identify the outcomes of interventions and to inform practice generally. Several emphasised that data collected in the system should be used to assess the needs of young people and identify the treatments and programmes that are producing the best outcomes. For example, *'We need to be in a position to analyse that [data] and say if this is working or not'* was how one put it (Expert 6). Another indicated there was a need for the modernisation of existing processes, highlighting that data collected was not being utilised to its full potential (Expert 4).

'I could tell you nationally what is the average YLS risk scoring for primary participants [of GYDPs] across the country and I can tell you what the average YLS risk scoring is for secondary participants but that's just basic analysis that we've done so far but we acknowledge that we need to delve into it to a greater extent in terms of seeing effectiveness' (Expert 4)

'...we need to have information to understand what we're doing so we do it right...that we can measure some of the outcomes' (Expert 6)

A data-driven service model requires the development of an integrated (electronic) data collection system according to most experts. The Garda PULSE system's Youth Referral System, for example, was acknowledged as *'the original collection point'* for youth offender information (Expert 1). This includes offence and referral recommendation, location and demographic, socio-economic background information. PULSE's digitalised dataset, which incorporates a unique identifying number for each young person and a code for offences, was suggested by several experts as the start point in making offender data available to youth justice agencies.

Experts suggested that an electronic data system could address some of the system's current information and data inadequacies. This includes:

1. Linking agencies' data processes (e.g. risk assessment and case management systems) that are currently independent of each other.
2. Providing digitised data processes could produce efficiencies as electronic formats may reduce duplication (e.g. in risk assessments) and the likelihood of input error (which is currently paper-based and inputted manually in several stakeholder agencies). Digitalising data processes was an important part of modernising the system, according to one expert. He commented that *'we need to look at well how we can improve on what we're doing in terms of the data capture and we've been looking at the introduction of online reporting systems so it doesn't come in to us by way of a spreadsheet on an email'* (Expert 4).
3. In addition to accountability in data and information processes (e.g. knowing how and when data was collected), it was suggested that data accuracy and timeliness (in producing information needed to deliver services) would be improved using an integrated data system. Experts questioned on the need for a system-wide data system commented:

'If we're using one tool then I don't need to put young people through another assessment; the information already has been gathered up. So that becomes part of the issue, which is what we found is there's an assessment done around their behaviour so it gives us an advantage in relation to how we need to approach that young person' (Expert 8)

'What I'm hoping is that from the case management system we'll be able to pull a lot more data out in an organised way, we'll be able to run reports and that'll help inform us around the challenges we have with kids but also what works for them' (Expert 6)

'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)

3.4.4 Evidence-Informed Youth Justice: Enabling Factors: Irish Expert View

Key Messages:

- An evidenced-informed youth justice system requires leadership and support from Government and management;
- Effective interagency partnership on data collection is required for system enhancement;
- Unreported youth crime and offending makes assessing the effectiveness of youth justice responses difficult;
- Data processes should inform and improve youth justice services and help to provide better outcomes for young people in order to achieve the support of front-line practitioners; and
- Information and data processes that provide a rounded and more complete understanding of youth justice and which consider the views of practitioners and young people were considered important.

Most experts identified strong leadership and support from government and senior management as a prerequisite to implementing a more evidence-informed youth justice system in Ireland. However, awareness of the need for and value of integrated data processes needs to be built within stakeholder organisations and departments, according to several experts. Youth justice should be prioritised, one

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)

- 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.

4 Chapter 4: Youth Justice System Review: Key Learning

4.1 Introduction

As set out in the introduction to this report, the purpose of this research was to identify ways of improving the measurement of effectiveness in the Irish youth justice system. To achieve these objectives the study has identified different experiences and understandings of the data processes across seven jurisdictions. This included describing the types of information collected and the factors influencing how effectiveness is measured in youth justice in these different systems. This final chapter outlines the key learning from the study and identifies potential options highlighted in the research as having the capacity to improve evidence-informed practice and decision-making in Ireland's youth justice system.

The chapter begins with an overview of the processes that support the measurement of effectiveness in international youth justice focusing on the collection processes and types of data collected to measure system effectiveness. Attention is afforded to the data and the processes that are not present/collected in the Irish system but may have the potential to improve system assessment. Next, a summary of expert opinion in international youth justice regarding the factors that enable and/or restrict the implementation of systematic data collection and measurement processes is presented. Findings from the review of data collection and system measurement processes in Ireland's youth justice system are also summarised. The chapter concludes by discussing the strengths and the limitations of the research strategy adopted.

4.2 International Review of Youth Justice

Chapter 2 identified and described the primary data collection, reporting, and evidence-informed measurement processes implemented in six jurisdictions – the states of Washington and Pennsylvania in the USA, The Netherlands, England and Wales, Sweden, and Scotland. It presented key insights from experts in each system regarding how youth justice is assessed. The international review found youth justice systems globally are moving to align their programmes and services with what has become known as evidence-based practice. Youth justice generally is oriented at preventing recidivism, minimising youth contact with the criminal justice system, and providing young offenders with timely, supportive and evidenced-based interventions. In each system, a mix of alternative sanctions (diversion), community service orders, restorative practices, treatment and care interventions, and detention for serious crime are implemented. In addition, a hybrid of justice- and welfare-based models influences youth justice priorities, with public safety and victims' rights, individual accountability to victims and the community, and the social and educational development of young offenders emphasised.

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.

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

Promising Practices and Reporting	Jurisdictions	Description	Value
<p>Studies of court and system processes: (timeliness), The Interactive Dependency Timeliness Report (IDTR)</p>	<p>The Netherlands, Washington, Scotland</p>	<p>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.</p>	<p>Provides insight into the performance and credibility of the system. Allows for case-specific comparisons and assessments of system progress at local level.</p>
<p>Reporting: Outcomes Measures Reports and Recidivism Reports</p>	<p>Pennsylvania</p>	<p>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.</p>	<p>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)</p>
<p>Monitoring Youth Crime: The Dutch Recidivism Monitor, The Juvenile Crime Monitor</p>	<p>The Netherlands</p>	<p>Long-term continuous research projects (reporting bi-annually) conducting standardised measurements of juvenile crime and recidivism among diverse groups of offenders.</p>	<p>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.</p>
<p>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.</p>	<p>The Netherlands England and Wales Sweden</p>	<p>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</p>	<p>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.</p>

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

4.2.3 Types of Evidence Used to Measure Effectiveness

Another objective of this study was to identify evidence used to measure effectiveness in systems and which may not be collected (or reported) in the Irish system and may have the potential to inform system measurement. Appendix E presents a description of data collected and reported in the international systems reviewed. The study found 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.

The study identified youth justice data currently not collected in the Irish system (as detailed in Table 16). In terms of contextual data, for example, self-report information about youth victimisation and youth attitudes to crime and antisocial behaviour is collected in most international systems using youth crime and victimisation surveys. Survey data typically is collected over extended periods providing longitudinal understanding of youth crime, offending, and young people's attitudes to crime and disorder. Surveys record crimes not reported to the police, thereby providing a more complete and overall indication of crime/victimisation rates in these jurisdictions. This data can provide practitioners with information about youth who may be at the early stages of engagement with youth justice/child welfare services.

Input/output data collected and analysed in international systems (and missing from the Irish system) includes research of youth involvement in court processes and youth legal representation. An analysis of data routinely collected by court services provides up-to-date information about the timeliness of case processing involving youth and offers judgements regarding the performance and credibility of the youth justice system. Analyses of court process data can facilitate case-specific comparisons and assessments of system progress at local level. Information about the duration of youth residential placements and detention also is common in international youth justice.

Research on outcomes and the impacts of youth interaction with justice interventions and detention is an important and common feature of international systems. Data on youth (self-reported) experiences of youth justice intervention and experience of detention facilities informs assessments of youth justice in several jurisdictions (not currently conducted in Ireland). Indeed, the capacity to track/monitor (individual) youth interaction with the criminal justice system was identified as a significant need by representatives of Irish youth justice agencies. In addition, in several jurisdictions, the views and opinions of victims of youth crime are collected; in particular, their level of satisfaction with the criminal justice system is recorded and used in assessing system outcomes.

4.2.4 Data Collection and Measuring Effectiveness: International Expert View

Experts identified standardised reporting and system-wide data collection as necessary processes in the provision of targeted and evidence-based youth justice interventions. Most highlighted efficient data collection and reporting processes as important components in developing and enhancing system capacities and ensuring that the outcomes of youth justice interventions align with system goals. In addition, stakeholder accountability and the capacity to measure the effectiveness of youth justice services and programmes were considered important outcomes of data processes. In several jurisdictions, for example, standard data processes and measurement systems are implemented in youth justice in order to assure the quality and performance of youth justice interventions and ensure implementation and service providers meet evidence standards.

Regular and standardised analyses of data gathered in juvenile justice interventions and programmes were identified by experts as helping to provide a more complete understanding of youth justice (e.g. of youth crime trends, offenders' needs, youth interaction with criminal justice and welfare agencies, and effective interventions). According to experts, where data processes are integrated, the capacity to assess youth offender data by multiple categories and time points is enhanced. Moreover, access (for managers/practitioners) to up-to-date data and information was required to implement targeted and flexible responses. In their view, an effective data system provides the capacity to target services and programmes towards the needs and risks affecting youth offenders. However, experts generally had difficulties attributing positive or negative outcomes with system activities, leaving varying degrees of plausible association between the inputs and outcomes reported.

Experts in several systems indicated that there was a need for broader, context-focused analysis of youth justice data, which may provide the capacity to better identify not only the risks but also the needs of young people interacting with criminal justice. Data collection and monitoring and evaluation processes should provide more 'rounded' assessments and include, for example, reoffending (i.e. the extent of (re)involvement in crime) and the relevant socioeconomic and cultural factors pertaining to young offenders. Table 17 presents data collection and system measurement findings from the review of international youth justice systems.

to diversion and restorative programmes, and recorded outcomes of treatments and programmes provided in the system.⁶⁹ 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.

Representatives of stakeholders of youth justice agencies and institutions 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:

1. There is a perceived need for a broader, aggregate analysis of data collected in the youth justice system;
2. Standard and digitalised data collection processes are required;
3. Better interagency partnership on data is required and is a key element in the development of integrated data collection and measurement systems;
4. The capacity (e.g. a universal identifier) to track/monitor (individual) youth interaction with the criminal justice system was identified as important in the provision of effective responses to youth crime and offending;
5. Data processes (e.g. youth crime and victimisation monitors and self-report surveys) that provide information specific to youth justice and evidence of unreported crime are required to improve understanding of youth offending and victimisation;
6. There is a need to develop protocols and standards (regarding data protection) to allow greater integration of data collection and analysis in the system;
7. 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
8. An evidenced-informed youth justice system requires effective leadership and support (from Government and from department and service agency management).

4.4 Research Strengths and Limitations

This research was expansive in its overarching aims and its accomplishments. Across seven jurisdictions, it has provided an overview of how youth justice is assessed, the data collection and research processes utilised, and the types of data collected. However, the study acknowledges some methodological limitations. For example, in Report 2, the process of selecting and assessing youth justice systems for inclusion in an in-depth review of data and system measurement processes (in Report 3) utilised State Country Reporting processes that are part of the compliance architecture of the United Nations Convention for the Rights of the Child (UNCRC). The research also used published

⁶⁹ See Chapter 3, Section 3.4.

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

EPISCenter

(<http://www.episcenter.psu.edu>).

Eurostat

<http://ec.europa.eu/eurostat>

Pennsylvania's Juvenile Court Judges' Commission

<http://www.jcjc.pa.gov>

Pennsylvania Commission on Crime and Delinquency

<http://www.pccd.pa.gov>

The Central Statistics Office (of Ireland)

<https://www.cso.ie>

The Coalition for Juvenile Justice (CJJ)

<https://www.ofm.wa.gov>

The Office for National Statistics [GB]

<https://www.ons.gov.uk>

The Scottish Government

<http://www.gov.scot>

The Swedish National Council for Crime Prevention (Brå)

<https://www.bra.se>

The Swedish State Institutional Board (SiS)

<https://www.stat-inst.se/>

The United States Census Bureau

<https://www.census.gov>

The WODC Research and Documentation Centre (The Netherlands)

<https://www.wodc.nl/>

Washington State Department of Social and Health Services

<https://www.dshs.wa.gov/ra/juvenile-rehabilitation/about-juvenile-rehabilitation>

6 Appendices

6.1 Appendix A: List of International Experts

Jurisdiction		Organisation
Washington State	Expert 1	Washington State Partnership Council on Juvenile Justice
Washington State	Expert 2	Washington State Partnership Council on Juvenile Justice
Pennsylvania	Expert 1	Pennsylvania Commission on Crime and Delinquency
Pennsylvania	Expert 2	Pennsylvania Commission on Crime and Delinquency
The Netherlands	Expert 1	The WODC Research and Documentation Centre
The Netherlands	Expert 2	The WODC Research and Documentation Centre
The Netherlands	Expert 3	The WODC Research and Documentation Centre
The Netherlands	Expert 4	HALT National Diversion Programme
England and Wales	Expert 1	University of Bedfordshire
England and Wales	Expert 2	Youth Justice Board for England & Wales
England and Wales	Expert 3	Youth Justice Board for England & Wales
Sweden	Expert 1	Swedish National Council for Crime Prevention (Brå)
Sweden	Expert 2	Swedish National Council for Crime Prevention (Brå)
Sweden	Expert 3	Swedish National Board of Institutional Care (SiS)
Scotland	Expert 1	Justice Analytical Unit
Scotland	Expert 2	Centre for Youth and Criminal Justice, Strathclyde University

6.2 Appendix B: Irish Interviewees, Stakeholder Departments and Service Agencies

Stakeholder Dept./Agency	Representative Role
Department of Justice and Equality	Economist and Data Analyst
The Probation Service	Management
Tusla, Child and Family Agency	Management
Department of Justice and Equality	Statistician
Irish Youth Justice Service	Management
An Garda Síochána Analysis Service	Crime and Policing Analyst
Irish Youth Justice Service	Higher Executive Officer
The Courts Service	Senior Official
Oberstown Children’s Detention Campus	Management

6.4 Appendix D: Primary Data Analysis Protocol

The procedural steps used to analyse interview data were adapted from a Template Analysis protocol outlined in Brooks et al. (2015: 203, 204) as follows:

PHASE 1:

1. Familiarisation with the data set. All interview transcripts and system descriptions were read through and initial insights were recorded;
2. Preliminary coding of data identifying broad themes to describe the data and coding these themes into the appropriate a priori categories – context, inputs, implementation, mechanisms, outputs, and outcomes and impacts – in the analytic framework;

PHASE 2:

1. A process of ‘cleaning’ the data was performed whereby emerging themes were organised into meaningful clusters i.e. individual youth justice systems;

PHASE 3:

1. A coding framework was defined. Themes were identified that best represent the data coded into the a priori categories. This was an iterative process and themes were modified and altered as appropriate as data was first assessed and coded and again as coded data was reassessed (in the ‘cleaning’ process) in order to provide a comprehensive and deep understanding of the interpretation of study data; and
2. The analytic framework was assessed to gauge its capacity to respond comprehensively to the study’s research objectives and questions.

Thematic analysis is a rigorous approach to data analysis, as the researcher systematically extracts, analyses, and interprets a series of themes and subthemes from their interview materials, which are subsequently examined in the context of the research question and the aims and objectives of the study (Braun and Clarke, 2006, cited in Malone and Canavan, 2018). Therefore, the themes that are derived can be defined as emergent concepts that frame or capture the various types of discourses or narratives that appear frequently in the transcripts. In terms of including and excluding themes, this process is dependent on the research question and the prevalence that interviewees attribute to particular concepts and policy practices that are evident in the transcripts.

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.



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