

Reimagining Youth Justice:

A Child-First Roadmap for Jersey

2025 - 2030



"Empowering Change: A Child-First Approach to
restorative youth justice in Jersey"

R.105/2025

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Minister's Introduction - Connétable Richard Vibert



It is with immense pride and a deep sense of responsibility that I present 'Reimagining Youth Justice: A Child First Roadmap for Jersey (2025-2030)'. This is not only a Youth Justice Roadmap for change but a bold statement of our collective commitment to creating a youth justice system that reflects the values and aspirations of our island community.

At its heart is the "Child First" philosophy, which sees children as children first—not defined by their offending behaviours but valued for their potential. This approach prioritises their well-being, supports their growth, and aligns with the United Nations Convention on the Rights of the Child (UNCRC), affirming that every child, regardless of their circumstances, has the right to be nurtured, protected, and supported.

This roadmap was not crafted in isolation but builds on the findings of the 2019 Youth Justice Review, emphasising the importance of coordinated, multi-agency efforts to achieve safer communities.

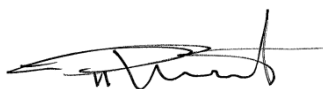
Building on the 2019 Youth Justice Review, this roadmap emphasises prevention, early intervention, and rehabilitation aiming to address the root causes of offending behaviour, break cycles of reoffending, and reducing the stigma that so often hinders children's ability to move forward in life. The youth justice system should be a pathway to hope, not a revolving door. By placing the child's best interests at the centre of every decision, we can empower them to repair harm, rebuild relationships, and restore trust—strengthening both individuals and our community as a whole.

This is no small undertaking. Realising this roadmap requires a collective effort from government, law enforcement, health, the justice system, education, social services, the third sector, and the wider community.

It will also require courage—to embrace innovation, to challenge traditional approaches, and to hold ourselves accountable to the principles and outcomes we have set out.

The stakes are high. Youth justice extends far beyond statistics; it touches lives, shapes futures, and defines the fabric of our island life. A child diverted from crime is not just a reduction in offending; it is a family strengthened, a victim restored, and a safer island.

As we embark on this journey, I extend my deepest thanks to all who contributed to this roadmap. Your dedication ensures that this roadmap is not just a document, but a living, evolving roadmap for meaningful change. Let us work together to build a youth justice system that embodies fairness, compassion, and opportunity, creating brighter futures for Jersey's children and families.



Assistant Minister for Justice and Home Affairs
June 2025

Explanatory Notes

Definitions of Terms Used

The terms child, young person and young adult are all defined in the interpretation article of the Criminal Justice (Young Offenders) (Jersey) Law 2014 (as amended).

- A child is defined as a person who has reached the age of 10 but not yet reached the age of 15.
- A young person is a person who has reached the age of 15 but not reached the age of 18
- A young adult is a person who has reached 18 but is under 21.

For the purpose of this roadmap, the terms 'child' and 'children' will be used to refer to all young people below the age of 18.

This is in line with the definition of a child in the United Nations Convention on the Rights of the Child and the 'child first' approach which sees children coming to the attention of the youth justice system as 'children' first and 'offenders' second.

It is recognised that the term "youth people " is also used to specifically refer to those aged 18 up to (but not including) 25, particularly those who are care leavers or have a disability. This definition is outlined in the [Children and Young People \(Jersey\) Law 2022](#). This Youth Justice Roadmap focuses specifically on children and young people **under the age of 18**. This decision reflects the legal distinction between childhood and adulthood, as well as the significant changes in rights, responsibilities, and justice processes that occur once a young person turns 18.

In publishing this Roadmap, it is acknowledged that further work is required to ensure that gaps in provision and support are addressed for those aged 18 to 25, particularly for young adults transitioning out of the youth justice system. Whilst this work falls outside the current scope of this roadmap, it highlights the need for future work to ensure a more structured and supportive approach is taken with regards to the transition into adulthood within the justice system.

Executive Summary

'Reimagining Youth Justice: A Child First Roadmap for Jersey (2025-2030) outlines a transformative approach to empower a restorative youth justice system in Jersey, emphasising a "Child-First" philosophy. This roadmap aims to create a safer island community by addressing the needs of children involved in offending behaviour primarily through prevention, early intervention, and rehabilitation.

Vision

*"To create a supportive and inclusive youth justice system that sees children as **children first**, prioritises the **best interests** of all children, **empowers them** to build **pro-social** identities, and **removes barriers to create opportunities** for success. Ultimately we want to support children to become **resilient islanders** who positively contribute to their communities and **break the cycle** of reoffending and negative stigmas."*

Principles

The roadmap is built on the findings of a Youth Justice Review (2019)¹, which recommended a multi-agency approach to youth justice, focusing on the rights and needs of children. It aligns with and will be coordinated through the Building a Safer Community framework, prioritising holistic, evidence-based interventions.

The guiding principles for the roadmap are:

1. Best Interest of Children
2. Child First
3. Pro-Social
4. Diversion and Inclusion
5. Safe
6. UNCRC Compliant
7. Equal Access to Rights
8. Participation and Engagement
9. Least Restrictive Measures
10. Victim Participation
11. Accountability
12. Coordinated Services

This roadmap aligns with best practices in youth justice, emphasising a holistic approach that balances the needs and rights of children with the rights of victims and the broader community.

¹ [States Assembly | R-70-2019](#)

Outcomes

An outcomes-based approach has been adopted to align with the Building a Safer Community Framework² (BASC) framework and the Children's, Young People and Families' Plan 2024-2027³ which will enable the measurement of our success in delivering key actions aligned to the outcomes below.

The outcomes to be achieved are explained in more detail further in the document, but they are set out in summary below:

Outcome 1: The youth justice system will enable a partnership approach to support a wider systemic approach to engage children in law-abiding and positive behaviours

Outcome 2: Children are diverted away from the formal criminal justice system at the earliest point with appropriate support

Outcome 3: Children who are engaged in serious or persistent conflict with the law go on to achieve positive outcomes

Outcome 4: Children, families, witnesses and community victims recover and move on beyond the impact of the harm they have experienced

The outcomes are summarised in pages 7-12 and explored in detail on pages 27-37.

² [Building a Safer Community \(BASC\) Delivery Framework \(gov.ie\)](#)

³ [Children, Young People and Families Plan 2024 - 2027](#)

Outcome 1: The youth justice system will enable a partnership approach to support a wider systemic approach to engage children in law-abiding and positive behaviours

What BASC Pillars does this outcome support?



Key stakeholders with a role to play

- States of Jersey Police
- Honorary Police
- Jersey Probation and After Care
- Jersey Youth Service
- Justice and Home Affairs - BASC
- Children, Young People, Education and Skills Department (CYPES)
- Health and Care Jersey (formerly HCS)
- Jersey Safeguarding Partnership
- Jersey Customs and Immigration

Summary of Key Actions

- Review of the existing youth justice system
- Addressing over-representation of certain groups of children
- Adherence to a Child-First approach
- Alignment with government strategies
- Utilising BASC framework to enable a partnership approach
- Education and awareness
- Community initiatives
- Clear pathways for support

Outcome 2: Children are diverted away from the formal criminal justice system at the earliest point with appropriate support

What BASC Pillars does this outcome support?



Key stakeholders with a role to play

- States of Jersey Police
- Honorary Police
- Parish Halls
- Law Officers' Department
- Jersey Probation and After Care
- Jersey Youth Service
- Royal Courts of Jersey, especially the Youth Court
- Justice and Home Affairs - BASC
- Children, Young People, Education and Skills Department (CYPES)
- Health and Care Jersey (formerly HCS)
- Jersey Safeguarding Partnership
- Jersey Customs and Immigration

Summary of Key Actions

- Review of existing early help, intervention, and diversionary options
- Clear multi-agency pathways
- New diversionary pathways
- Early diversion and exit from youth justice system
- Trauma-Informed training
- Accessible information
- Holistic health and wellbeing assessments for children
- Child-Centred policing
- Community integration
- Restorative justice practices
- Effective community sentencing

Outcome 3: Children who are engaged in serious or persistent conflict with the law go on to achieve positive outcomes

What BASC Pillars does this outcome support?



Key stakeholders with a role to play

- States of Jersey Police
- Honorary Police
- Parish Halls
- Law Officers' Department
- Jersey Probation and After Care
- Jersey Youth Service
- Royal Courts of Jersey, especially the Youth Court
- Justice and Home Affairs - BASC
- Children, Young People, Education and Skills Department (CYPES)
- Health and Care Jersey (formerly HCS)
- Jersey Safeguarding Partnership

Key Actions

Youth Justice System Wide

- Adherence to Jersey's Children First Model of Practice
- Holistic health and wellbeing assessments
- Child friendly environments wherever possible.

Legislation

- Legislative Review
- Consultation on Minimum Age of Criminal Responsibility (MACR)
- Social Care bail alternatives
- Review Criminal Justice (Youth Offenders in Secure Accommodation) Law

Policing

- Specialist Decision-Making

Parish Hall Enquiry (PHE)

- Streamlined Processes ensuring timely decisions and improved outcomes.
- Parental Engagement
- Audit and review existing PHE options for community integration
- Research and standardise diversionary pathways and restorative justice practices
- Enhanced social care support to Centeniers
- Consider expanding the scope of PHEs



Pre Court

- Prioritise timely decision-making

Court System

- Ensure adherence to Child-Friendly Courts
- Sentencing Innovation
- Review of Youth Court Jurisdiction
- Review of adherence to Attorney General Guidelines
- Proportionate Crime Reporting

Detention

- Limit the length of time that children are separated from others
- Advocate for the Optional Protocol Convention Against Torture
- Therapeutic model of education, training, health and care

Outcome 4: Children, families, witnesses and community victims recover and move on beyond the impact of the harm they have experienced

What BASC Pillars does this outcome support?



Key stakeholders with a role to play

- States of Jersey Police
- Honorary Police
- Parish Halls
- Law Officers' Department
- Jersey Probation and After Care
- Jersey Youth Service
- Royal Courts of Jersey, especially the Youth Court
- Justice and Home Affairs - BASC
- Children, Young People, Education and Skills Department (CYPES)
- Health and Care Jersey (formerly HCS)
- Jersey Safeguarding Partnership

Summary of key actions

- Restorative practices ⁴focusing on working 'with' people
- Review and consultation for proportionate criminal record disclosure
- Multi-agency approach to understanding and supporting the needs of victims
- Mechanisms for feedback
- Island wide approach to relational and restorative practices
- Multi-agency help for children and families
- Restorative Justice and Trauma-Informed Practice training
- Continuous review of engagement with offenders, families, and court information services
- Review adherence to the Jersey Victim and Witness Charter
- End-to-end review of victim's journey through the youth justice system

⁴ **Restorative practices** are approaches used to build relationships, strengthen communities, and repair harm when conflict or wrongdoing occurs. In youth justice, restorative practices involve working with young people who have caused harm—often through crime or antisocial behaviour—and those affected, such as victims, families, or communities. The goal is to encourage accountability, empathy, and understanding, helping the young person take responsibility and make amends, while giving victims a voice and promoting healing.

Implementation and Evaluation

Executive governance to oversee and drive the implementation of the Youth Justice Roadmap will be vested in the BASC Governance framework under the Assistant Minister for Justice and Home Affairs.

Coordination of the roadmap will be undertaken through the BASC Coordinator and a BASC Youth Justice Partnership is being developed from an existing strategic group to drive implementation.

The views of children and/or those with lived experience will be represented within the main governance structures and/or their views sought; to ensure the voice of children is being heard. Providing insight into existing provision and to improve the planning and implementation of future strategies, systems, service delivery and programmes.

This roadmap is subject to ongoing review to maintain a collective, evidence-based understanding of progress and the impact on community safety over time.

This will be supported through the BASC Data Partnership, who will use a range of published data and management information alongside the youth justice data review to measure the impact our changes are having and ensure that the roadmap evolves to meet emerging community safety needs.

Conclusion

‘Reimagining Youth Justice: A Child First Roadmap for Jersey (2025-2030) seeks to create a fair, proportionate, and supportive youth justice system.

By focusing on prevention, early diversion, and rehabilitation, it aims to build a safer, stronger island community and support children and families in achieving positive life outcomes.

Introduction

‘Reimagining Youth Justice: A Child First Roadmap for Jersey (2024-2030) is built on a commitment to create a safer island community by addressing the needs of children and young people involved in offending behaviour.

In May 2019, the findings of a review into youth justice in Jersey were published. Included in the review’s recommendations was a proposal to –

‘...develop a multi-agency Youth Justice Strategy that addresses the rights and needs of children as perpetrators and victims within the existing children’s human rights framework’

Aligned with the Government of Jersey’s Building a Safer Community (BASC) framework, this new strategic vision emphasises a holistic approach to youth justice that delivers better outcomes for children and communities. It prioritises prevention, early intervention, and rehabilitation to reduce reoffending and foster positive life outcomes for children, their families and support networks, and our island community.

At its core, this roadmap is underpinned by a "Children First" approach, recognising that many of the children we see entering the system are among the most vulnerable in society and many have complex and multi-faceted needs. It is known that offending often stems from complex social, emotional, and environmental factors with research pointing towards a higher proportion of children in custody having experienced adverse childhood experiences (ACE’s) than within the general population.⁵

Our youth justice system should be supporting and challenging children who are at risk of, or are in, conflict with the law to live better lives and help to prevent them from becoming trapped in negative life cycles. By addressing both the behaviour of these children and its underlying causes, we aim to provide holistic, tailored interventions that support children in making positive changes. This includes restorative practices that repair harm, trauma-informed approaches that recognise the impact of adverse childhood experiences and strengths-based interventions that empower children to build on their existing abilities and potential.

In line with the BASC framework, ‘Reimagining Youth Justice: A Child First Roadmap for Jersey promotes collaboration amongst key stakeholders —including Justice & Home Affairs, States of Jersey Police, Honorary Police, CYPES, Jersey Youth Service, Probation, Law Officers, Courts, and Health — to ensure a coordinated approach that embeds existing partnerships and develops more effective pathways.

This collaborative effort ensures a unified response to youth offending by providing pathways to a full range of support and interventions. These will not only addresses the root causes of youth offending behaviour but provide the support needed for these children and families to improve the wellbeing and life chances of these children.

We are committed to involving children and families in the design and delivery of services to ensure their voices are heard, respected and that their perspectives and needs are central to our approach. Additionally, our approach is rooted in evidence-based practices, enabling us to

⁵ Adverse Childhood Experiences in children at high risk of harm to others: A gender perspective. Nina Vaswani (January 2018) (<https://strathprints.strath.ac.uk/63124/>)

evaluate and measure the impact of our interventions effectively using the principles of outcomes-based accountability.

Ultimately, 'Reimagining Youth Justice: A Child First Roadmap for Jersey' seeks to deliver a youth justice system that is fair, proportionate, and focused on supporting children to thrive, with the goal of building safer, stronger communities for all islanders.

Children First

The treatment of children in conflict with the law, and the delivery of rights-compliant youth justice systems, is now subject to a significant body of international standards.

A "Children First" approach underpins everything we do, emphasising the priority we place on achieving positive outcomes for children, families, and victims.

Jersey's Children First

Jersey's Children First is a standard framework adopted across agencies, services and settings in the public, community and voluntary sectors in Jersey.

A multi-agency group, including parents, developed a Jersey-specific model based on learning in other places which includes:

- Every Child Matters, in England,
- Getting it Right for Every Child, in Scotland
- the Unified Approach to Assessing Children's Needs, in Ireland

It is designed for all those working with children and young people from pre-birth to 19 with emerging or known additional or complex needs/disabilities, including Looked-After Children and those in need of protection.

The approach has additional responsibilities for young people who have been in the care of the States of Jersey and young people in transition to adult services.

It is the vehicle for delivering the five outcomes of the Children, Young People and Families Plan 2024-2027 for Jersey:

- be happy and healthy
- learn and achieve
- enjoy a good standard of living
- feel safe and loved
- be included respected and valued

Services and agencies working with children, young people and families are committed to improving outcomes for them, in particular those who are the most vulnerable. This shared approach enables agencies to work together effectively to ensure children, young people and families can access the right help at the right time and from the right service.

As stakeholders are trained in the Jersey Children First model, consideration will be given to the Youth Justice Board for England and Wales recently produced Child First framework⁶ which is a summary of contemporary research understandings of what works in producing positive outcomes for children in the youth justice system and beyond.

By using Jersey's Children First as a unified model of practice, we are ensuring consistency and a shared vision across services to deliver on the key principles of this strategic roadmap. This will lead to more effective interventions and enhance the system's ability to build a safer community by helping children move away from offending. The partners defined in the outcomes from within the youth justice system will be expected to work to the Jersey Children's First framework, undertaking any relevant training and working practices associated with it and use their reporting practices to evidence this.

ACTION: Partners within the Youth Justice System will be expected to work to the Jersey's Children First Framework and use their reporting practices to evidence this.

Commitment to the United Nations Convention on the Rights of the Child (UNCRC)

The UNCRC is a set of rights that apply to all children and young people.^{7 8}

Every child is entitled to these UNCRC rights, regardless of their ethnicity, gender, religion, language, abilities, or any other status. Jersey adopted the convention in 2014 and in doing so has committed to upholding these rights.

The UNCRC outlines 42 rights for children and young people up to the age of 18. These rights are all interconnected and equally important. They include the right to education, the right to equal treatment, the right to have their best interests prioritised, and the right to express their views and have them considered in decisions that impact their lives.

Additionally, the UNCRC establishes the responsibilities of governments in ensuring that these rights are respected, protected, and fulfilled.

In particular, the UNCRC sets the foundational principles for youth justice. It specifies the need to treat children as children, and not simply as lawbreakers, and expects the best interests of



⁶ [Final-Child-First-Toolkit-Guidance-Documents.pdf \(yjresourcehub.uk\)](#)

⁷ [The UNCRC | Children's Commissioner for Jersey](#)

⁸ [UN0332751.pdf](#)

the child to be a primary consideration with the desire to promote the child's reintegration into community at the earliest opportunity.

In 2014, the United Kingdom extended its ratification to the UNCRC to Jersey. In 2023, a report on the United Kingdom of Great Britain (including Jersey) and Northern Ireland by a UN Committee on the Rights of the Child made this recommendation:

'Recalling its general comment No. 24 (2019) on children's rights in the child justice system, the Committee reiterates its previous recommendations⁹ and urges the State party to bring its child justice system fully into line with the Convention and other relevant standards and... (k) to adopt a child justice strategy for Jersey...'¹⁰

Other general recommendations in the report included.

'Develop early intervention for children and actively promote non-judicial measures, such as diversion, mediation and counselling, for children accused of criminal offences, and, wherever possible, the use of non-custodial measures for children, such as probation or community service;'

End the use of solitary confinement and ensure that any separation of the child from others is for the shortest possible time and is used only as a measure of last resort for the protection of the child or others, in the presence of, or under the close supervision of, a suitably trained staff member'

The Youth Justice Roadmap is built on a firm commitment to ensuring compliance with the UNCRC and embedding children's rights at every stage of the youth justice system. This roadmap has been developed with these rights at its core, ensuring that proposed actions align with Jersey's legal obligations under the Children (Convention Rights) (Jersey) Law 2022.

The Roadmap takes a holistic, system-wide approach which seeks to create a youth justice system where children are treated fairly, ensuring that the best interests of the child remain a primary consideration in all decisions.

The roadmap's commitment to a child-first, rights-based approach ensures that children are not unnecessarily criminalised, and that diversion, rehabilitation, and restorative justice remain central to youth justice.

To achieve compliance with the UNCRC, the roadmap specifically addresses key areas where children's rights could be impacted, including:

- Minimising criminalisation by diverting children away from the formal justice system at the earliest opportunity.
- Ensuring child-friendly justice by making legal processes less intimidating and more accessible.
- Providing appropriate support to children and families to prevent offending and promote rehabilitation.

¹⁰ Concluding observations on the combined sixth and seventh periodic reports of the United Kingdom of Great Britain and Northern Ireland'

- Eliminating unnecessary detention and ensuring that should there be a period of detention, that is prioritises children's welfare, dignity, and reintegration into society.
- Embedding restorative justice practices that focus on repairing harm rather than punishment.

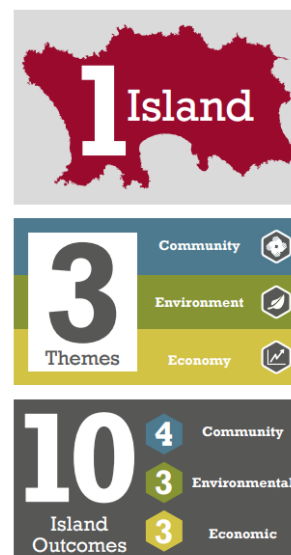
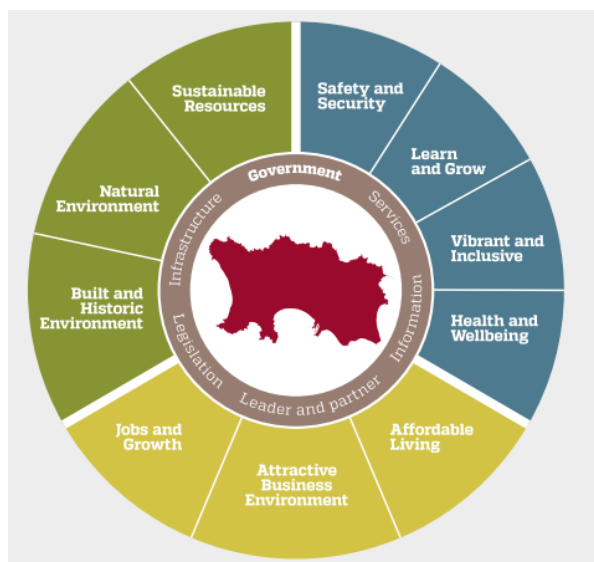
Children's participation is a central principle of the UNCRC, and the roadmap has been informed by previous extensive engagement and consultations with children across Jersey. Whilst this engagement has not specifically been on the final draft of this roadmap, the Children's Rights Impact Assessment published with this roadmap evidences the Government and Children's Commissioner engagement with children over many years through consultations, research, and feedback mechanisms on various topics, including Youth Justice. Their views and lived experience have been used to shape the roadmap's direction and outcomes. Moving forward, children will continue to be involved and engaged in meaningful ways to ensure that outcomes from the roadmap remain child-centred and rights-based.

Recognising the evolving needs of children and young people, the roadmap is not a static document. It will be continuously reviewed and refined ensuring that the youth justice system remains aligned with UNCRC principles and continues to protect and empower every child it serves.

Strategic Context

Future Jersey

In 2018, **Future Jersey 2017 - 2037**¹¹ was launched following extensive public consultation, creating a 20-year vision for the island to ensure Jersey's future is shaped by choice, not chance.



The plan identifies ten long-term "Island Outcomes" grouped under three sustainable wellbeing themes: **community, economy, and environment**. Each outcome is tracked through

¹¹ [Future Jersey](#)

measurable **Island Outcome Indicators**¹², which were recently updated and made accessible via a public dashboard by Statistics Jersey. This enable transparent progress monitoring.

The outcomes define **visions of success** without prescribing specific methods to achieve them.

Supporting this approach, the **Building a Safer Community Framework**¹³ was introduced to advance the **community safety outcome**:

All people in Jersey are safe and protected at home, work and in public

Youth Justice Review 2019¹⁴

The **Jersey Youth Justice Review** (2019) provided a comprehensive analysis of the youth justice system, emphasising the importance of treating young offenders as **children first and offenders second**. This is in line with the UNCRC and recommendations from the Independent Jersey Care Inquiry. While highlighting successes like reducing first-time entrants into the justice system and lowering custodial sentences, the review proposed reforms to further enhance outcomes for children.

Key recommendations included:

1. **Diversionary Programs:** Strengthen and expand early interventions and restorative justice practices to address behaviours before formal justice involvement.
2. **Multi-Agency Collaboration:** Foster stronger partnerships between justice, education, health, and social care services.
3. **Training and Resources:** Provide ongoing training for professionals working with young people in the justice system. This training should focus on restorative and trauma-informed practices and understanding the unique needs of neurodiverse individuals to improve engagement and support.
4. **Monitoring and Evaluation:** Implement systems to assess the effectiveness of youth justice initiatives, with measurable outcomes and regular reviews.
5. **Community Engagement:** Increase involvement of local organisations and stakeholders to support children's reintegration and promote positive societal connections.

By integrating these evidence-based recommendations, the **Jersey Youth Justice Roadmap** aims to advance child welfare, prevent re-offending, and create a more holistic, supportive system for children in conflict with the law.

¹² [Island Outcome Indicators](#)

¹³ [Building a Safer Community \(BASC\) Delivery Framework \(gov.je\)](#)

¹⁴ [Social Enquiry Report](#)

Building a Safer Community (BASC)¹⁵

The Long-Term Community Safety Vision – Breaking the pattern



The **BASC Framework** provides a comprehensive structured approach to improve community safety through prevention-focused strategies and action, embedding knowledge-sharing and collaboration across stakeholders, including government, the third sector, and communities.

BASC's central philosophy is that preventing crime is more effective than responding after it occurs. Designed to be resilient to political and societal changes, BASC aims to develop a sustainable community safety system that supports proactive strategy design and pathways, data utilisation, and partnerships.

It is imperative that we ensure that children and families are supported from birth to be loved, nurtured, socially included and to develop their strengths and capabilities. Supporting families to achieve better outcomes creates safer communities and reduces the risk of children engaging in anti-social behaviours and crime.

The BASC framework enables this roadmap to take a more preventative approach going forward in addition to ensuring that any response to children who are in conflict with the law is focused on supporting these children to fulfil their potential, developing their pro-social identity for sustainable desistance so as to make a positive contribution to society

The BASC Framework also emphasises the need for support and consideration for all those affected or touched by crime throughout the prevention and response continuum. This commitment ensures victims, witnesses, and the community can recover and thrive, reinforcing efforts to build a safer and more resilient community.

Taking a whole-system approach using the BASC framework enables us to get 'upstream' of problems. We also need to leverage insights from the characteristics of children already involved in the Jersey youth justice system, helping shape preventative pathways and programs aimed at reducing youth offending.

By simultaneously understanding the demographics of children growing up on the island, we can use this data to ensure our youth justice system is also well-informed and appropriately tailored. This enables us to develop the most effective approaches to support children, should

¹⁵ [Building a Safer Community \(BASC\) Delivery Framework \(gov.je\)](https://gov.je/BASC-Delivery-Framework)

they come into conflict with the law, ensuring that the system is responsive to their needs and circumstances.

Key highlights of the BASC Framework relevant to this roadmap include:

1. Dual Focus on Prevention and Response:

- Prevention addresses risk factors like adverse childhood experiences (ACEs), trauma, and social inequalities that contribute to criminal behaviours.
- Response ensures rehabilitative and trauma informed, restorative justice approaches for those involved in crime including victims, witnesses, and the community - prioritising recovery, reducing stigma, reintegration, and community safety.
- Aiming to reduce the flow of children into the system and providing appropriate support to those in the system, to ensure they do not re-offend.

2. The Six Pillars: These pillars guide planning and action for community safety, spanning universal prevention, targeted interventions, enforcement, justice, rehabilitation and recovery, and community.

3. Early Interventions for Children:

- Focus on supporting children and families from early childhood to reduce ACEs, social inequality and promote healthy development.
- Address potential risk factors such as trauma, neurodevelopmental conditions, social inequalities and communication challenges that often underlie youth offending.
- Strengthen family and community ties to prevent exclusion, stigmatism and antisocial behaviour.

4. A Trauma-Informed, Holistic Approach:

- The framework promotes understanding the broader social and environmental contexts of crime and criminal behaviours.
- It encourages collaboration across all sectors to tackle the root causes of offending.

5. Youth Justice Roadmap Alignment:

- 'Reimagining Youth Justice: A Child First Roadmap for Jersey (2025-2030)' integrates BASC principles, emphasising early interventions, diversion from formal justice systems, and the development of pro-social identities.
- Custodial sentences are considered a last resort due to their adverse impacts on children's health, education, and reintegration prospects.

6. Community-Centric Philosophy:

- BASC emphasises that strong, connected communities are essential for crime prevention and rehabilitation.
- It promotes restorative practices to rebuild relationships and provide a sense of belonging for offenders and victims alike.

7. Place-Based, Collaborative Solutions:

- Drawing on evidence like the CAPRICORN¹⁶ study and Supporting Families Programme¹⁷, BASC highlights the importance of addressing the social determinants of crime through localised, multidisciplinary efforts.

In summary, the BASC Framework aims to create safer, more resilient communities by addressing the root causes of crime, fostering collaboration, and shifting focus from reactive criminal justice processes to proactive, supportive, and restorative practices.

Appendix 1 provides a more in-depth explanation of this roadmap in the context of the BASC Framework.

The Children and Young People (Jersey) Law (2022)¹⁸

The **Children and Young People (Jersey) Law 2022**, effective from 26 March 2024, aims to promote the well-being and safeguard the welfare of children and young people.

The law sets out responsibilities for everyone who works with and, or provides services to children, young people and their families. This law lays the groundwork for this roadmap in that it promotes a holistic, whole-system approach to child welfare by requiring all services to prioritise the well-being and safeguarding of children across sectors.

Providing a legal foundation for collaboration, the law supports this roadmap by aligning services across government and community sectors to ensure children's needs are at the centre of decision-making. It emphasizes the integration of services to prevent vulnerabilities and harmful behaviours that could lead to youth offending.

Children, Young People and Families' Plan 2024 - 2027¹⁹

The **Children, Young People and Families' Plan 2024–2027**, developed as a response to the **Independent Jersey Care Inquiry (2017)**²⁰, outlines aspirational outcomes that focus on ensuring equitable access to services and opportunities for all children. These outcomes are more than just goals; they act as guiding principles to shape how children in Jersey are supported and thus are integral to this youth justice roadmap.

¹⁶ [Collaborative Approaches to Preventing Offending and Re-offending In Children \(CAPRICORN\)](#)

¹⁷ [Supporting Families - GOV.UK](#)

¹⁸ [Children and Young People \(Jersey\) Law 2022](#)

¹⁹ [Children, Young People and Families plan 2024-2027](#)

²⁰ [Independent Jersey Care Inquiry](#)



Our vision
We want all children and young people in Jersey to have an equal opportunity to be safe, flourish and fulfil their potential.

This means to you:
Brighter futures for Jersey's children, young people and families.

- Flourish** – to grow and thrive.
- Potential** – to reach your goals and be the best you can be.

Hello
The Government of Jersey wants to help all children, young people and families to have the best life possible. So, we have a new Children, Young People and Families' Plan for 2024-2027.

This plan has 5 Big Goals

We want all children and young people to:

- be healthy and happy
- learn and achieve
- enjoy a good standard of living
- feel safe and loved
- be included, respected and valued.

We call these our 'Big Picture Outcomes'

This plan is based around children's rights. All children have rights set out in the United Nations Convention on the Rights of the Child (UNCRC).

Through aligning this roadmap to the Children, Young People and Families' Plan and the BASC Framework, it enables us to connect the efforts of various agencies and understand the gaps in the system so that we can foster comprehensive prevention and response mechanisms in relation to the youth offending and the youth justice system. This approach, enshrined in the Children's Law 2022, will enable Jersey to create a more resilient and equitable community where children are better supported to thrive thus reducing risks of exclusion and criminal behaviour.

Age of Criminal Responsibility

"You never know what the outcome could be if you're just winging it instead of basing it on evidence".

Voice of a young person (Crest)

Views on addressing youth offending are often divided, with some favouring punitive approaches, while evidence increasingly supports a "children first, offenders second" perspective. The Independent Care Inquiry, Jersey Youth Justice Review, and UNCRC²¹ advocate for a Child First welfare-based approach grounded in developmental neuroscience and child psychology.

Historically there has been some understanding that immaturity in adolescence impacts decision-making, emotional regulation, and understanding consequences thus youth offending.

Neuroscience shows the frontal cortex, critical for reasoning, is still developing into the early/mid-20s, making young adolescents (12–13 years) less capable of grasping the impact of

²¹ [Children's Human Rights | Children First](#)

their actions or legal proceedings. There is also an increase in risk-taking behaviours between childhood and adolescence²².

Based on this and other evidence, the UN Committee on the Rights of the Child recommends a minimum age of criminal responsibility (MACR) of at least 14 years. Jersey's MACR is 10 years which is significantly lower than other statutory age limits (e.g., for voting or driving), and is not in compliance with the UNCRC. While prosecution of children under 12 is rare in Jersey, criminalising young children increases the likelihood of deeper justice system involvement

Guidance issued by the Attorney General means it is extremely rare for children below the age of 12 to be prosecuted however any criminalisation of children at a young age increases the likelihood of deeper entanglement in the criminal justice system.²³ While children should be held accountable for their actions, this should be done through a "child first" approach that promotes positive change and restorative practices.

The youth justice system needs not only to meet the multiple and complex needs of children who offend, but crucially and for the benefit of society, restore relationships within their families / support networks and communities.

The Minister for Justice and Home Affairs intends to research the changes required, and impact on the current system should the MACR be raised. These findings will inform any law changes required considering any alternative arrangements needed to intervene with children who would have previously entered the formal criminal justice system and to understand the impact on children should the law be changed.

A Systemic approach to the Jersey Youth Justice System

This new Youth Justice Roadmap will become an integral part of an interlocking suite of community safety strategies and programmes that form BASC's wider community safety system. It sets out how criminal justice agencies, wider stakeholders and processes will align to the child first principles. However, in order to ensure that this strategic roadmap is effective, we also need a systemic approach to inform the vision.

Jersey's current Youth Justice System

This roadmap seeks to create a safer community by addressing the challenges faced by children involved in offending behaviours. However, it is crucial to acknowledge the systemic challenges that hinder our ability to achieve better outcomes for these children. These have become increasingly evident throughout the consultancy period in the development of this roadmap.

Below is a summary of key concerns raised in the development and proposed ways in which we hope to address them:

²² [A Social Neuroscience Perspective on Adolescent Risk-Taking](#)

²³ McAra, L. and McVie, S (2007a) "Youth Justice? The Impact of Agency Contact on Desistance from Offending", *European Journal of Criminology*, Vol. 4, No. 3 pp 315- 345

- **Attorney General Guidelines:** Review and reassessment of the interpretation of the Attorney General's guidelines, particularly concerning their use within the Parish Hall Enquiry (PHE) system to ensure they are adequate to allow for diversionary measures and restorative justice opportunities.
- **Understanding and evaluation of the existing Youth Justice system:** End to end evaluation of the existing system to understand the opportunity to instigate early and timely interventions and non-judicial measures.
- **Lack of early help and diversion pathways ahead of PHE:** A thorough examination of existing early help, intervention, and diversionary options, including funding and resource allocation. This will be used to understand what is existing and what is required and to ensure future programs are structured for success.
- **Consistent Application of Diversionary Pathways at PHE:** A review of PHE processes to ensure there is a range of diversionary pathways which are consistently applied using restorative justice practices across all 12 Parishes. These pathways should also ensure that adequate support programs are also in place and accessible to those that require them.
- **Timely Decision-Making:** Prioritisation of youth cases, with clear decision-making targets (e.g., 14 days for decisions) to ensure prompt intervention and accountability.
- **Legislative Gaps:** A review of legislative gaps concerning young people, particularly in relation to prevention-related orders and controls.
- **Understanding the impact of Court Sanctions:** An evaluation of the effectiveness of existing court sanctions for young people to ensure their effectiveness in preventing behavioural escalation.
- **Youth Support:** A review of the youth support services using outcome-based accountability to ensure effective intervention and diversion practices.

Whilst this roadmap clearly and rightly seeks to shift the focus towards prevention, we need to understand the challenges in the 'here and now' and address these concerns to ensure that this new strategic vision does not fall short of its evidence-based intentions.

In doing so we can better support children who are at risk of, or are, in conflict with the law, effectively promoting prevention, accountability, and positive behavioural change, ultimately contributing to a safer island community for all.

A high-level overview of the current Youth Justice System can be found in Appendix 2.

A systemic approach to youth justice data

In the context of this Jersey youth justice strategic roadmap, the BASC Framework embeds a consistent approach to performance measurement and management enabling us to understand how the delivery of this strategic roadmap is contributing to the wider island

outcomes. BASC adopts the methodology from a model called Outcomes Based Accountability (OBA) for this purpose²⁴.

The current youth justice system in Jersey showcases pockets of good practice with regards to data but suffers from systemic challenges, particularly in data collection, analysis, and coordination. Key issues include:

- Existing datasets are often built around what is easy to measure, not what we need to know. There is too much data telling us how much agencies have done, not enough telling us how well they did it, and even less about the difference they made.
- Demand for new data can be driven by well-intentioned but superficial understanding of performance management rather than a systematic approach.
- Too often there is a disconnect between performance measurement – collecting data – and performance management – using it to understand what is actually happening and actually make a difference.

Through the existing BASC Data partnership, we hope to move beyond a system where data collection is driven solely by service needs to one with a holistic regard for the needs of the youth justice system and processes.

This will play a critical role in -

- identifying local trends in youth offending and understanding the causes and forces at work
- understanding whether individual service contributions are working as intended by making a positive difference for the children engaged with them.
- providing invaluable insights to help inform the design and evaluation of early intervention, targeted support, diversion and other prevention interventions further upstream.
- helping inform our understanding of the collective impact of BASC strategies on community safety outcomes.

This thinking underpins the Vision and Key Principles of the roadmap.

Vision and Strategic Priorities

Island Outcome

²⁴ Outcomes Based Accountability is a model designed by Mark Friedman as set out in his book 'Trying Hard is Not Good Enough'. The model is used extensively in the USA and around the world, underpins the Programme for Government in Northern Ireland and is widely in use across UK Local Authorities. Locally, it formed the basis for Future Jersey and the Jersey Performance Framework and is also widely used in the voluntary sector.

The agencies that work together in the youth justice system and their partners from across different departments, agencies and sectors all work together to make a difference to the shared island outcome.

All people in Jersey are safe and protected at home, work and in public.

The Responsible Ministers of the Government of Jersey's vision for Children and Young People is:

'It is our vision that all children should have an equal opportunity to be safe, flourish and fulfil their potential.'²⁵

Vision and Key Principles for the Youth Justice Roadmap:

Our vision for the Jersey Youth Justice Roadmap is:

*"To create a supportive and inclusive youth justice system that sees children as **children first**, prioritises the **best interests** of all children, **empowers them** to build **pro-social** identities, and **removes barriers to create opportunities** for success. Ultimately we want to support children to become **resilient islanders** who positively contribute to their communities and **break the cycle** of reoffending and negative stigmas."*

This vision sets out what we want to achieve, not how we set about achieving it. The work to deliver this vision will be underpinned by the key principles below.

These key principles will be central to how youth justice in Jersey is developed, understood, delivered and assessed. They reflect Jersey's international obligations under the United Nations Convention on the Rights of the Child (UNCRC)

- 1. Best Interest of Children:** The youth justice system will prioritise the best interests of the child, acknowledging their unique needs, rights, and potential.
- 2. Child First:** All children within the youth justice system will be viewed and treated as children first, ensuring their developmental needs are recognised.
- 3. Pro-Social:** The system will support children in developing their pro-social identity, building supportive relationships with services and the community that empower children to fulfil their potential and make a positive contribution to island life.
- 4. Diversion and Inclusion:** Children will be diverted from formal criminal justice processes at the earliest possible stage, with support to promote social inclusion, minimise stigma whilst also addressing their needs.
- 5. Safe:** The safety of children in the youth justice system will be a top priority.

²⁵ [Children Young People and Families' Plan 2024-27.pdf \(gov.je\)](#)

6. **UNCRC Compliant:** The rights of children will be respected at all times, in accordance with the UN Convention on the Rights of the Child.

7. **Equal Access to Rights:** Children in the justice system will maintain access to their rights and entitlements unless those rights are restricted in accordance with the law, ensuring compatibility with human rights.

8. **Participation and Engagement:** The views of children, families and their caregivers will be sought and respected with an emphasis on active participation and collaboration.

9. **Least Restrictive Measures:** Children will be dealt with in the least restrictive manner, with deprivation of liberty used only as a last resort and for the shortest appropriate period.

10. **Victim Participation:** Victims should have their voices heard, their needs met and, where appropriate, the opportunity and support to share their views and take part in restorative processes.

11. **Accountability:** Services will be held to account for their role within the youth justice System and in prioritising the best interests and addressing the needs of children.

12. **Coordinated Services:** Youth justice services will be delivered in a coordinated manner using the Jersey's Children First Model incorporating trauma-informed and restorative approaches and contextual safeguarding.

These principles align with best practices in youth justice, emphasising a holistic approach that balances the needs of children with the rights of victims and the broader community.

Outcomes - What are the outcomes we want to achieve?

'Reimagining Youth Justice: A Child First Roadmap for Jersey (2025-2030) forms part of a collective effort to make our community safer. An outcomes-based approach has been adopted to align with Future Jersey and the BASC framework. This will enable the measurement of our success in delivering key actions aligned to these outcomes detailed below.

Outcome 1: The youth justice system will enable a partnership approach to support a wider systemic approach to engage children in law-abiding and positive behaviours.

Outcome 2: Children are diverted away from the formal criminal justice system at the earliest point with appropriate support.

Outcome 3: Children who are engaged in serious or persistent conflict with the law go on to achieve positive outcomes.

Outcome 4: Children, families, witnesses and community victims recover and move on beyond the impact of the harm they have experienced.

Outcome 1: The youth justice system will enable a partnership approach to support a wider systemic approach to engage children in law-abiding and positive behaviours

Ambition

'Reimagining Youth Justice: A Child First Roadmap for Jersey (2025-2030) shares the ambition set out in the BASC framework and the Children, Young People and Families Plan to help all children engage in pro-social behaviours. Progress towards this ambition would mean fewer children coming into direct contact with criminal justice agencies in the first place.

The youth justice system in Jersey will adopt a comprehensive partnership approach to engage children in positive behaviours to reduce their potential involvement in criminal activity. To strengthen this system, research will be conducted to map the existing pathways within the youth justice system, identifying obstacles that cause delays and fragmented service delivery. These findings will be crucial for developing targeted solutions to address these inefficiencies.

Additionally, there will be a focus on understanding the overrepresentation of certain groups in the justice system, with a commitment to work collaboratively with partners to tackle the root causes that lead to their representation in the system. This approach will ensure that all youth justice services align with a child-first approach, upholding obligations under the Children (Convention Rights) (Jersey) Law 2022, ensuring children's rights are prioritised in every interaction.

Through the BASC framework, this roadmap will also integrate with broader Government of Jersey initiatives and strategies, to promote pro-social and pro-health behaviours. Working with the YJS partners and using the BASC framework, key data and insights will be gathered on children at risk of or already in conflict with the law, which will inform preventative programs aimed at those most vulnerable.

While preventative work may be beyond the direct reach of criminal justice agencies, they have unique insights into the characteristics of the children who do commit offences.

This makes them key partners in the development and evaluation of prevention strategies designed to address the risk factors that lead to offending behaviours. This includes consideration for those children whose family or support network are disadvantaged or display pro criminal behaviours.

Moreover, an evidence-based education program will be developed collaboratively to raise awareness among children and families about existing and emerging community safety issues, further contributing to a safer and more inclusive community.

What BASC Pillars does this outcome support?



Key stakeholders with a role to play

- | | |
|--|---|
| <ul style="list-style-type: none"> States of Jersey Police Honorary Police | <ul style="list-style-type: none"> Justice and Home Affairs - BASC |
|--|---|

- Jersey Probation and After Care
- Jersey Youth Service
- Jersey Customs and Immigration

- Children, Young People, Education and Skills Department (CYPES)
- Health and Care Jersey (formerly HCS)
- Jersey Safeguarding Partnership

Key Actions

- We will conduct a review to determine the end-to-end pathway through the existing youth justice system.
 - These findings should evidence key obstacles contributing to delays and siloed working which impact on the children who are at risk of or are in conflict with the law.
 - These will inform the development of solutions which will be taken forward to address the causal factors identified.
- We will develop a deeper understanding of the factors contributing to the over-representation of certain groups of children in the justice system and collaborate with partners to address identified issues.
- We will ensure that all partners working across the youth justice system adopt a child-first approach and respect children's rights, as required under the Children (Convention Rights) (Jersey) Law 2022.
- We will ensure that Government of Jersey (GOJ) strategies, such as Inclusion Review, Inspiring Active Place, Play Strategy, and Health strategies, support pro-health and pro-social behaviours.
- We will use the Building a Safer Community (BASC) framework to identify key partners and data needs, connecting insights on children in Jersey's justice system to develop preventative initiatives, especially for at-risk children and families and children in conflict with the law.
- We will develop an evidence-driven BASC education program to inform children and families about existing and emerging community safety issues.
- We will support and promote community initiatives via BASC to offer diversionary activities that foster pro-social behaviours in children and families.
- We will evidence a clear pathway for children who are at risk of (e.g. NEET) or are in conflict with the law to access youth support services from generic youth club provision to integrated youth support. This pathway will be outcomes focused and provide effective intervention and diversion practices.
- We will evidence a clear pathway for families who are at risk of or are in conflict with the law to be proactively supported through a coordinated multi-disciplinary approach.

Outcome 2: Children are diverted away from the formal criminal justice system at the earliest point with appropriate support

Ambition

The philosophy underpinning this roadmap is to see children in conflict with the law as children first and as individuals with the potential to make a positive contribution to society.

The roadmap is centred on the early diversion of children from the formal criminal justice system, recognising the potential long-term harm that contact with the system can have on them.

Research shows that involvement in the justice system, particularly at a young age, can result in stigma, criminalisation, and negative life outcomes such as recidivism and diminished social opportunities. As such, the roadmap seeks to address key barriers, such as delays and fragmented service delivery, that hinder children's successful diversion from the justice system.

The approach will include in-depth research to map out the end-to-end pathways children navigate through the current system. This will highlight bottlenecks and obstacles contributing to delays and identify siloed working practices that adversely affect children at risk of, or already in conflict with, the law. Based on these insights, solutions will be developed to improve system effectiveness and support seamless, multi-agency collaboration.

Additionally, the roadmap emphasises enhancing early help and diversionary options, ensuring that children receive support before they enter deeper into the criminal justice system. Multi-agency collaboration will be strengthened ensuring that children and their families have access to the right resources and interventions, promoting social inclusion while minimising stigma.

New diversionary pathways and services will be considered to offer targeted interventions before more formal involvement such as at a Parish Hall Enquiry. We also want to support partners to ensure staff are trained in trauma-informed and restorative practices, safeguarding, and child-first principles.

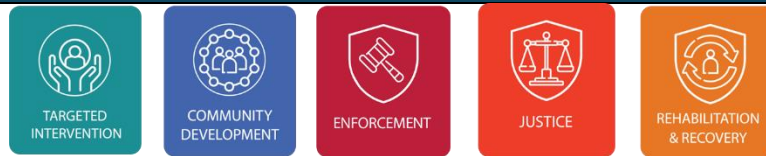
The roadmap also calls for improved communication and understanding between services, ensuring children and their families are fully informed about the justice process at every stage. Compliance with the UN Convention on the Rights of the Child (UNCRC) is central, ensuring that the rights and welfare of children are consistently prioritised.

Further initiatives will include enhancing community-based sentences, promoting restorative justice to help children to understand and take responsibility for their actions, and fostering peer mentoring programs. The overarching aim is to connect children with their communities, foster positive relationships, and ensure that interventions are restorative, promoting pro-social identities and reducing reoffending rates.

Research and evaluation will guide these efforts, ensuring that community sentences deliver optimal outcomes for both children and our island as a whole.



What BASC Pillars does this outcome support?



Key stakeholders with a role to play

- | | |
|---|--|
| <ul style="list-style-type: none"> • States of Jersey Police • Honorary Police • Parish Halls • Law Officers' Department • Jersey Probation and After Care • Jersey Youth Service • Jersey Customs and Immigration | <ul style="list-style-type: none"> • Royal Courts of Jersey, especially the Youth Court • Justice and Home Affairs - BASC • Children, Young People, Education and Skills Department (CYPES) • Health and Care Jersey (formerly HCS) • Jersey Safeguarding Partnership |
|---|--|

Key Actions

- We will undertake a review of existing early help, intervention, and diversionary options for children and families involved in or at risk of involvement in the criminal justice system. These findings should identify key obstacles and be used to develop the shape of diversionary programmes. This will be supported through using the BASC framework to bring together the statutory and voluntary sectors and the wider community to deliver these. It will also identify what funding and resourcing will be required to delivery this.
- We will establish a clear multi-agency support pathway for children and families involved in or at risk of involvement in the criminal justice system.
- We will explore changes to the current system to enable the development of a multi-agency new diversionary disposal pathway ahead of the Parish Hall system, offering targeted interventions for children involved in low-level offending.
- We will implement targeted initiatives to divert and exit children from the criminal justice system at the earliest possible stage with adequate support.
- We will ensure that key staff involved in the Youth Justice System receive specialist training in trauma-informed practice, safeguarding, child-first principles, and a restorative justice approach.
- We will provide clear and accessible information about services at each stage of the youth justice process for children and families.
- We will maintain and enhance high standards of evaluation and research to ensure that community sentences provide the best possible outcomes for children.

Outcome 3: Children who are engaged in serious or persistent conflict with the law go on to achieve positive outcomes

Ambition

'Reimagining Youth Justice: A Child First Roadmap for Jersey (2025-2030)' prioritises viewing children in conflict with the law as children first, even when their behaviours necessitate formal court intervention.

The primary goal is not only to protect the community from harm but also to reconnect these children with society through constructive pathways. This approach needs to be constructive, co-created, customised, consistent, and coordinated—aimed at helping children turn their lives around while addressing various risk factors contributing to their offending behaviour.

This must also include identifying the support network and families around these children and addressing risk factors which may contribute to ongoing criminal behaviours such as:

- Pro criminal familial behaviour
- Lack of access or engagement with education
- Being a looked after child
- Personal and social development
- Promoting recovery and reducing substance abuse
- Poor family relationships
- Experience of abuse or neglect
- Child criminal and sexual exploitation
- Domestic violence
- Poor Housing
- Lack of financial stability²⁶

The youth justice system must effectively address these underlying issues to maintain and reintegrate these children into their communities.

Without suitable interventions, many children risk exclusion from essential services, including education and family support. Therefore, a responsive and flexible sentencing framework is crucial to mitigate these risks and ensure a more individual response for those who remain within the justice system.

To achieve positive outcomes for children, families, and affected communities, the proposed actions include a legislative review, a reinvigoration of the Jersey Children's First model and improved multi-agency collaboration.

Through working together, we hope to undertake a comprehensive update of the youth justice system that ensures it is not only restorative and trauma-informed but also evidence-based and focused on the long-term wellbeing of children. Initiatives will aim to make improvements in court processes, diversionary pathways, and support mechanisms to ensure that children's rights and interests are prioritised throughout the youth justice process.

Which BASC pillars does this outcome support?

²⁶ Supporting Families Programme Research Briefing 2023, [CBP-7585.pdf \(parliament.uk\)](#)



Key stakeholders with a role to play

- | | |
|--|--|
| <ul style="list-style-type: none"> • States of Jersey Police • Honorary Police • Parish Halls • Law Officers Department • Jersey Probation and After Care • Jersey Youth Service | <ul style="list-style-type: none"> • Royal Courts of Jersey, especially the Youth Court • Justice and Home Affairs - BASC • Children, Young People, Education and Skills Department (CYPES) • Health and Care Jersey (formerly HCS) • Jersey Safeguarding Partnership |
|--|--|

Key Actions

- We will adopt and evidence across the youth justice system, the use of and adherence to the Jersey's Children First Framework which is systemic, restorative, trauma-informed, and future-focused.
- We will ensure holistic health and wellbeing assessments, and multi-agency referrals are made early through the Children and Family Hub for children in the Youth Justice System.
- We will ensure that children are seen in child friendly environments wherever possible.
- We will review compliance with the Attorney General Guidelines, identifying and addressing delays and barriers in the Youth Justice System.

Legislation

- We will undertake a review to identify legislative gaps concerning young people, focusing on prevention-related orders and controls.
- We will improve existing arrangement for bail and remand for children through amendments to legislation.
- We will consult on raising the Minimum Age of Criminal Responsibility (MACR) to 12 in Jersey with subsequent consideration to increase it to 14 in the future. .
- We will amend the law to explicitly state that social care accommodation be considered as a bail alternative to detention or police custody.
- We will enact a Criminal Justice (Youth Offenders in Secure Accommodation) Law to allow remission, temporary release, and safeguard the rights of children and staff.

Police

- We will ensure police decisions in cases involving children are handled by a specialist unit within the Criminal Justice Department, applying 'child-first' principles.
- We will review crime reporting in schools and care services to ensure police involvement is necessary and proportionate.

Parish Hall Enquiry

- We will review time and resources spent by Police and Law officers Department on preparing case files for Parish Hall Enquiries (PHE), with the aim to improve interventions and outcomes, with timely decision-making measures.
- We will ensure parents/guardians at PHEs are informed of processes to avoid unnecessary waiting times, as per Attorney General guidance.

- We will audit and review existing PHE opportunities to connect children positively to their communities, using results to enhance further opportunities.
- We will research existing diversionary interventions used in PHEs and using the outcomes of this research to develop and establish consistent diversionary pathways and restorative justice practices across all parishes. This will be supported by guidance and training for Honorary Police officers.
- We will provide enhanced social care support to Centeniers to offer bail alternatives to custody.
- We will consider expanding the scope of PHEs to include certain offences that are currently handled in court.

Pre Court Actions

- We will prioritise timely decision-making in youth cases, aiming for clear decision targets (e.g., within 14 days).

Court Actions

- We will review existing court processes to ensure they are less formal and child-friendly, with priority given to youth hearings and trials.
- We will conduct research into reparation orders and develop new sentencing options based on effective, evidence-based interventions.
- We will review the jurisdiction of Youth Court, aiming to handle more cases involving children at this level instead of the Royal Court.

Detention

- We will endeavour to limit the length of time young people are left alone in their rooms, and when this does occur, that it is in accordance with their wishes, or as a means of ensuring their safety and welfare in accordance with an assessment of risk.
- We will advocate for the extension of the UK's ratification of the Optional Protocol Convention Against Torture and establish national preventative mechanisms.
- We will continue to implement and review the therapeutic model of education, training, health and therapeutic care within detention settings.
- We will establish effective practices to help children transition from custody back into the community and become active citizens.
- We will consider the removal of provision within law that children can be remanded in custody at the States of Jersey Prison (La Moye).

Measuring progress and impact of the Youth Justice Roadmap.

Outcome 4: Children, families, witnesses and community victims recover and move on beyond the impact of the harm they have experienced

Ambition

Becoming a victim of crime can have profound and lasting effects, especially on children. The trauma experienced often manifests as physical, emotional, or mental scars that persist long after the crime has occurred. It is crucial that these experiences are not exacerbated by the criminal justice system.

The youth justice system, therefore, holds a dual responsibility: not only must it work to rehabilitate children and prevent future crime, but it also must support victims, witnesses and the community in their recovery and help them to rebuild their lives.

To better support child victims, particularly those affected by exploitation, this roadmap must align closely with the work of relevant stakeholders.

This includes reviewing offences which may remain as a criminal record into adulthood which may appear when going through Disclosure and Barring Service checks. Consideration will be given to a proportionate approach to criminal records based upon offending history and risk to the community which may include destruction of records associated with a child's attendance at Parish Hall Enquiries (PHE) so as to improve outcomes for children affected by criminal records.

Additionally, a multi-agency approach will be developed to address the complex needs of children navigating various support sectors, such as mental health, social care, criminal justice, and education.

When a crime occurs, it not only affects the direct victim but also has broader impacts on the community as a whole.

Communities can feel a collective sense of loss, fear, and vulnerability, as crime disrupts their sense of safety and trust. Supporting the community as a victim of crime is crucial for restoring this balance and fostering resilience. This includes providing avenues for restorative justice, where the community is involved in the healing process, and ensuring that crime prevention strategies are inclusive, focusing on community engagement and empowerment.

By:

- strengthening community ties within the island
- offering support services
- encouraging collective responsibility

we can help communities recover from the trauma of crime and prevent future occurrences.

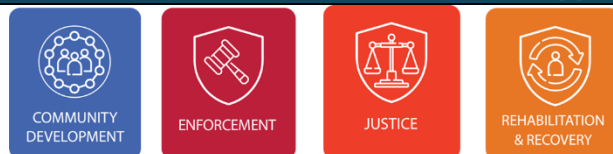
We need to design explicit restorative practices founded on the principles of working ‘with’ people (families and colleagues), rather than doing ‘to’ or ‘for’.

When we work with and alongside others, rather than make decisions about (without) them, positive changes are more likely. Supporting and working with the community emphasises that crime prevention and recovery is a shared responsibility, requiring collaboration across the whole of our island sectors.

To ensure that the voices of children and families are heard, mechanisms will be created for feedback on their experiences within the justice system. Implementing restorative practices will be made a priority with the aim that all staff working in the Youth Justice Services will receive training in restorative justice and trauma-informed practices to maintain high standards and ensure that the system reflects 'child first' best practices.

Review of the Jersey Victim and Witness Charter will also be conducted to monitor adherence to its standards and promote positive change for victims.

Which BASC Pillars does this outcome support?



Key stakeholders with a role to play

- | | |
|---|--|
| <ul style="list-style-type: none"> • States of Jersey Police • Honorary Police • Parish Halls • Law Officers' Department • Jersey Probation and After Care • Jersey Youth Service • Jersey Customs and Immigration | <ul style="list-style-type: none"> • Royal Courts of Jersey, especially the Youth Court • Justice and Home Affairs - BASC • Children, Young People, Education and Skills Department (CYPES) • Health and Care Jersey (formerly HCS) • Jersey Safeguarding Partnership |
|---|--|

Key Actions

- We will design explicit restorative practices founded on the principles of working ‘with’ people (families and stakeholders), rather than doing ‘to’ or ‘for’. When we work with and alongside others, rather than make decisions about (without) them, positive changes are more likely.
- We will review specified offences which may be disclosed as part of criminal record checks. This will support the consultation for a new proportionate approach on destroying records of a young person once they turn 18 based upon offending history and risk to vulnerable individuals.
- We will develop a multi-agency approach to address the needs of victims with complex challenges that span health, social care, criminal justice, and education sectors.
- We will create mechanisms for children, families and victims to provide feedback on their experiences within the justice system to drive positive change.
- We will develop an island wide approach to relational and restorative practices to reduce the impact of crimes and to address problematic behaviours in the community. This will be supported by training.
- We will ensure children and families involved in the youth justice system whether as victims or offenders are referred to multi-agency help at the earliest opportunity to form a team around the child.

- We will provide Restorative Justice and Trauma-Informed Practice training to staff working within Criminal Justice Services.
- We will keep engagement with offenders, families, and court information services under review to maintain high standards and reflect 'child-first' best practices.
- We will review the implementation and adherence to the Jersey Victim and Witness Charter and monitor the mechanisms for achieving the set standards.
- We will undertake an end-to-end review of victim's journey across the youth justice system and identify what pathways and support is available and what gaps may be present. This will inform the development of new approaches and services as required.

How will we know what success looks like?

As part of the implementation of the Building a Safer Community Framework, a BASC Data Partnership has been formed which brings together data and governance functions from across government and the wider community who provide data, analysis and governance to support and contribute towards community safety.

The purpose of the BASC Data Partnership is to provide an evidence-base to the BASC framework and associated activities.

We need quality data to help understand –

- If our community is getting safer, or not.
- The context and stories behind key trends in crime and disorder
- Which interventions are working, which aren't, and why?

The data partnership can share their collective data, insights and intelligence to enhance local understanding of community safety issues, highlight risks, inform response, and measure the impact and effectiveness of interventions, strategies and policy.

'Reimagining Youth Justice: A Child First Roadmap for Jersey (2025-2030) sets out four Strategic Outcomes. Unless we measure progress against these, they are just words, but these outcomes have real meaning. They articulate what we are trying to accomplish and provide an explicit sense of an important public purpose - to enable more children to lead fulfilling lives, free from crime.

Such success requires a collective effort. Criminal justice agencies contribute towards this effort but are never solely accountable for the outcomes. In most cases, however, they are best placed to measure and help interpret the results.

The purpose of measuring progress is to make **informed** judgements about how to make a difference. Any significant change in the data poses an operational and analytical question: "What caused the change?" The answer should affect future results. If we don't know what contributed to those results, we cannot learn and improve.

Utilising the collective efforts of the BASC data partnership alongside the service performance reporting of the individual services and departments within the youth justice system we can develop a systematic review to understand how well we are doing and what needs to improve.

Delivery of the ‘Outcomes’ of this roadmap is a shared responsibility – no individual agency can single-handedly deliver results at this population level. Therefore, we need to devise **Indicators**. To help us understand our progress towards the big picture outcomes.

Service performance measures are also important as they help us address three fundamental questions relating to the ‘customers’ or ‘users’ of those services within the Youth Justice system:

- How much did we do?
- How well did we do it?
- Is anyone any better off?

Currently, we do not have a whole system approach to understanding the youth justice system with many challenges to this as previously highlighted. As such there will be a structured approach to inform the measurement of progress of this roadmap.

Stage 1 – Data Review and Data Development Agenda

Initially, the BASC Data Partnership will support a Youth Justice Data Review which will then inform a data development agenda. To do this, the Data partnership will need to address the following questions:

- What key youth justice metrics are already in place? This will involve mapping capacity and capability of existing data functions across partner agencies and verifying existing data.
- What are the gaps in our current data sets in measuring effectiveness and impact? What will we do to fill these gaps?
- What does good look like elsewhere?
- How do we incorporate opportunities the voice of children and their families as service users in these metrics?

Stage 2 – Metrics for the measurement of success.

To provide a high-level overview of the impact of this roadmap the BASC Data Partnership will need to use the work from stage 1 for constructive discussion amongst the key partners of the roadmap to devise metrics. In developing this roadmap some thought has already been put into proposed metrics and included in Appendix 4. They are a starting point to be used to promote a discussion about the underlying data that will help disaggregate, interpret and deepen our understanding of the headline figures.

Delivery and Impact Reviews

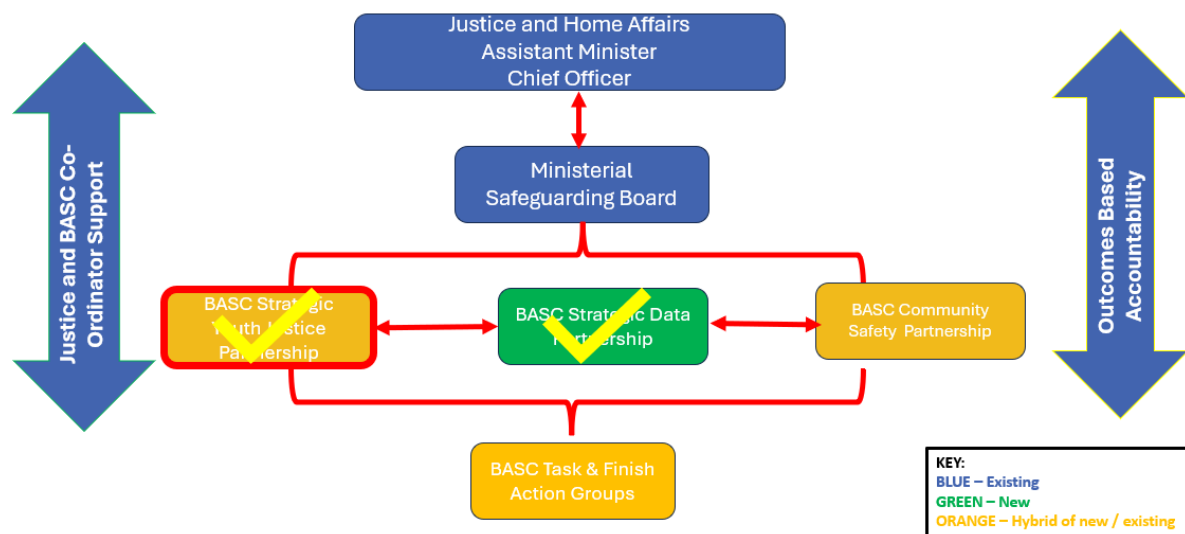
The publication of a roadmap should be the beginning, not the end of a process. Ongoing review helps ensure the roadmap is working as intended and identifies further opportunities to improve.

The proposed actions are intended to enhance the youth justice system that has the 'best interests' of the child as a primary consideration and makes a positive difference to children's lives.

Executive governance to oversee and drive the implementation of the Youth Justice Roadmap will be vested in the BASC Governance framework under the Assistant Minister for Justice and Home Affairs.

The governance structure of BASC and Youth Justice within the BASC Governance Structure.

Leadership, Support and Governance



Coordination of the Roadmap will be undertaken through the Justice and BASC Coordinator and a BASC Youth Justice Partnership is being developed from an existing strategic group to drive implementation.

The Proposed membership of this group is as follows:

- Justice & Building a Safer Community Coordinator (JHA)
- States of Jersey Police (SoJP) – Deputy Chief of Police
- States of Jersey Police (SoJP) – Head of Criminal Justice Department
- States of Jersey Police (SoJP) – Chief Inspector – 24/7 Response & Community Policing
- States of Jersey Prison Service (SoJPS) – Prison Governor
- Probation and After Care Service – Head of Probation
- Associate Director of Young People's Services (CYPES)
- Honorary Police – Chef de Police
- Representative from Law Officers Department
- Representative from Courts
- Director of Children's Services (CYPES)
- JHA Analytics Manager
- Director of Mental Health, Social Care & Community Services (HCJ)

- Representative from Jersey Customs and Immigration Service
- Associate Director Engagement & Participation for Children (CYPES)
- Associated Director of Education (CYPES)
- Representatives from Third Sector = coopted as required

Other members coopted as required and with agreement of the members of the partnership.

Associated ‘task and finish’ groups will be set up and coordinated by the BASC Youth Justice Partnership members for specific workstreams as required. Clear terms of reference will be created across all groups to ensure these groups are effective.

The views of children and/or those with lived experience will be represented within the main governance structures and/or their views sought; to ensure the voice of children is being heard, to provide insight into existing provision and improve the planning for future strategies, service delivery and programmes.

This roadmap is subject to ongoing review to maintain a collective, evidence-based understanding of progress and the impact on community safety over time. Supported through the BASC Data Partnership, we will use a range of published data and management information alongside the youth justice data review to measure the impact our changes are having.

APPENDIX 1- Building a Safer Community

The Long-Term Community Safety Vision – Breaking the pattern.

The BASC Framework²⁷ puts in place an overarching framework which provides the means to share, embed and enhance the knowledge base required to get ahead of community safety issues. Its underpinning philosophy is that it is preferable to prevent crime from happening in the first place rather than to respond to it after the event.

Recognising the importance of prevention and the influence of the social determinants of health on community safety issues, it involves stakeholders across Government, the third sector and the wider community.

The purpose of BASC is to develop a wider ‘community safety system’ and embed it into our way of working to facilitate better strategy design, partnerships, use of data and improved community safety outcomes. As such, BASC is positioned as an enduring framework designed to stand the test of time and provide continuity which is not affected by political cycles, changing community safety challenges, priorities and delivery strategies. The Jersey Youth Justice Roadmap is one of many strategies which will sit within the context of the BASC Framework.

Addressing both PREVENTION and RESPONSE, the BASC framework has 6 pillars which identify key components of prevention and response to community safety. These 6 pillars provide a clear framework for collaboration, planning and action to shape how we identify and respond to current and emerging community safety issues, from universal prevention through to rehabilitation and recovery.

The BASC Framework emphasises the need for support and consideration for all those affected or touched by crime throughout the prevention and response continuum. This commitment ensures victims, witnesses, and the community can recover and thrive, reinforcing efforts to build a safer and more resilient community.

Currently, Jersey remains systemically orientated towards a responsive ‘criminal justice system’ with long-established partnerships and processes. We are not properly organised to realise the full potential of a range of earlier opportunities, well beyond the remit of the police and courts, to tackle the risk factors that drive criminal behaviours in the first place.

It is imperative that we ensure that children and families are supported from birth to be loved, nurtured, socially included and to develop their strengths and capabilities. Supporting families to achieve better outcomes creates safer communities and reduces the risk of children engaging in anti-social behaviours and crime. The BASC framework enables this new Youth Justice Roadmap to take a more preventative approach going forward in addition to ensuring that any response to children who are in conflict with the law is focused on developing their pro-social identity for sustainable desistance.

With this aim Jersey can empower these children to fulfil their potential and make a positive contribution to society. The BASC framework further reinforces the Children First approach and provides a local framework to embed this with regard to community safety.

²⁷ [Building a Safer Community \(BASC\) Delivery Framework \(gov.je\)](#)

The Building a Safer Community Framework



Jersey's Youth Justice Roadmap in the context of the BASC Framework.



The PREVENTION pillars of the BASC Framework

The foundations for lifelong emotional and physical health are laid down through the cognitive, emotional and physical development that occurs in the first critical years of our lives. Where that development is disrupted, the evidence highlights an increased risk of future problems with physical and mental health, criminality, substance misuse or exploitation and abuse.²⁸

²⁸ [InBrief: The Science of Early Childhood Development \(harvard.edu\)](#)

Behavioural self-regulation difficulties during childhood, including antisocial behaviour and aggression, are highly predictive of children's involvement in criminal activity during adolescence. Many of these behaviours will arise from adverse childhood experiences and trauma which, left unchecked, these children can disrupt and detach from universal services.²⁹

It is clearly evidenced that a system that delivers improvements in children and young people's health, well-being and life opportunities can break the intergenerational cycle of disadvantage³⁰. Targeted support for these children and their families can create positive change and pre-empt the youth justice interventions that may otherwise follow in the future.

Research shows that many children in the youth justice system have histories of trauma, often including Adverse Childhood Experiences (ACEs).

Additionally, speech, language, and communication challenges are often prevalent in these children. Research indicates that a significant portion of justice-involved children have underlying language deficits, sometimes as high as 23% in certain populations³¹. These experiences and challenges often go unnoticed or are misinterpreted as behavioural issues, which unless addressed in early years can have long-lasting impacts on behaviour and development, significantly increasing the likelihood of involvement in the justice system.

A study by Dinkler et al. (2017) found that trauma, combined with a genetic predisposition to neurodivergence, increases the chances of having multiple neurodevelopmental conditions. Furthermore, children with such conditions are overrepresented among those excluded from school and those in residential care, increasing their likelihood of interacting with the youth justice system^{32,33}

This evidence provides a compelling argument for the need for early interventions for children and families to reduce the opportunities for ACES and adverse environments which may negatively impact a child's early years development.

Taking a whole-system approach using the BASC framework enables us to get 'upstream' of problems. We also need to leverage insights from the characteristics of children already involved in the Jersey youth justice system, helping shape preventative pathways and programs aimed at reducing youth offending.

By simultaneously understanding the demographics of children growing up on the island, we can use this data to ensure our youth justice system is also well-informed and appropriately tailored. This enables us to develop the most effective approaches to support children, should they come into conflict with the law, ensuring that the system is responsive to their needs and circumstances.

²⁹ [PHW-WHO-ACEs-Handbook-Eng-18_09_23.pdf \(phwwhocc.co.uk\)](#)

³⁰ [EISS Cost Comparison Report.pdf \(qub.ac.uk\)](#)

³¹ [Neurodisability among Children at the Nexus of the Child Welfare and Youth Justice System \(springer.com\)](#)

³² [Neurodiversity – a whole-child approach for youth justice \(justiceinspectors.gov.uk\)](#)

³³ [Neurodisability among Children at the Nexus of the Child Welfare and Youth Justice System \(springer.com\)](#)

At the heart of the BASC Framework is also the concept that strong communities are safer communities. BASC is not just about building partnerships between agencies and clarifying their roles and responsibilities in a complex community safety landscape. It also recognises that communities themselves are vital players in supporting children and families to create a safe and just society. This potential is not always fully recognised or facilitated.

The familiar African proverb says that it takes a whole village to raise a child. Another great African proverb is.

"The child who is not embraced by the village will burn it down to feel its warmth."

When children offend, the best outcomes come through reconnecting them to their community and creating a sense of belonging by building bridges between the child, their families and their community. If children are left on the margins of community life, we should not be surprised if the outcome is continuing disaffection, further isolation and continuing problems.

BASC's broader ambition of community development is beyond the scope of the Youth Justice System, however the key stakeholders are well positioned to help support the process. We are working towards the same outcome, promoting community safety, fewer victims and creating a sense of belonging and acceptance within the island community.

We need to design an explicit restorative framework founded on the principles of working 'with' people (families and stakeholders), rather than doing 'to' or 'for'. When we work with and alongside others, rather than make decisions about (without) them, positive changes are more likely. There is a significant role for statutory agencies, the third sector and wider community to play in supporting families to provide a loving and safe island for our children and to support children at risk of or in conflict with the law to (re)connect with their community.

The RESPONSE pillars of the BASC Framework

The RESPONSE domain in the BASC Framework covers the point where children interact with criminal justice agencies through formal processes and rehabilitation. It also considers the effects on victims and the wider community impacted by the crimes. For public confidence in this phase of the justice system, agencies must adequately meet victims' needs, as their experiences in the process can influence their recovery, trust in the system, and the effectiveness of justice.

It is important to note that only a small proportion of children engage in persistent criminal behaviour. For most, brushes with the law are part of a short-lived phase of boundary-testing, and even fewer progress to serious or long-term offending.

Early interventions at the initial contact with Police and the Parish Hall System are critical to shaping children's long-term outcomes and ensuring community safety. Earlier Stage Diversion, which provides short-term, targeted interventions and support for children involved in low level offending such as used in Northern Ireland have been highly effective.³⁴ . Multidisciplinary efforts through this strategic roadmap will focus on earlier interventions to

³⁴ [Strategic Framework for Youth Justice - 2022 - 2027 \(justice-ni.gov.uk\)](https://www.justice-ni.gov.uk/strategic-framework-for-youth-justice-2022-2027)

support children to develop pro-social identities and diverting them from the justice system at the earliest point, enabling them to reach their potential and contribute positively to society.

Formal justice system involvement in the courts should be a last resort, based on the severity of harm caused and ongoing risks to public safety. Any sanctions should prioritise rehabilitation and public protection. Although children must face consequences for their actions, the emphasis should be on diversion and restorative justice, leading to positive community reintegration rather than punitive measures.

Research has consistently shown that custodial sentences for children pose significant risks to their well-being and development. These sentences can weaken family ties, harm mental health, disrupt education, and expose children to criminal influences. Studies indicate that time in custody can lead to increased mental health challenges such as depression, anxiety, and post-traumatic stress, making reintegration into society more difficult³⁵. Additionally, custodial environments often disrupt education, creating long-term educational setbacks.

These findings suggest that alternative interventions, such as restorative justice practices and community-based rehabilitation, could provide more effective support for children who offend, reducing recidivism and promoting positive life outcomes.

Looking at the small number of children appearing in Jersey courts, these individuals often present with complex needs, including adverse childhood experiences and vulnerabilities to exploitation. A purely punitive approach may exacerbate these issues.

Studies suggest that trauma and neurodivergent traits (such as autism, ADHD³⁶, and language difficulties) frequently co-occur in these children, further complicating their ability to engage with the justice system effectively³⁷.

This body of evidence underscores the need for trauma-informed and neurodiversity-aware approaches in youth justice systems to better support these children and prevent further escalation of their behaviours.

The CAPRICORN³⁸ study by Public Health England emphasised,

“Children and young people in contact with the justice system have been shown to have poorer health outcomes than children in the general population. Almost all the causes of childhood offending lie outside of the direct influence of the youth justice system. Therefore, it is crucial that health, education, social care, law enforcement and other services form a collaborative approach to preventing offending and reoffending behaviour in children by addressing health and social determinants of offending and reoffending behaviour. Importantly, if there is to be a direct impact on practice and implementation then a local, place-based approach is essential for success.”

³⁵ [Mental health needs of young offenders in custody and in the community | The British Journal of Psychiatry | Cambridge Core](#)

³⁶ [Neurodisability among Children at the Nexus of the Child Welfare and Youth Justice System \(springer.com\)](#)

³⁷ [Neurodiversity – a whole-child approach for youth justice \(justiceinspectors.gov.uk\)](#)

³⁸ [Collaborative Approaches to Preventing Offending and Re-offending In Children \(CAPRICORN\)](#)

A collaborative, place-based approach among health, education, social care, and law enforcement is crucial to address the determinants of offending behaviour. The BASC framework provides the opportunity to leverage this type of holistic approach in Jersey for the first time.

Rather than judging children solely on their offenses, we must consider the broader context of their experiences.

The “Pair of ACEs Tree” serves as a reminder of the social determinants that can underpin youth crime system and reinforces the words of Professor Hal Wootten, AC, QC.

‘By all means let us remember that criminal conduct lies at the end of a road along which the offender has often made numerous choices to go in a particular direction but let us also remember that many factors beyond the individual's control set him or her on the road and defined the choices available and the degree of knowledge and the consequences that attended the choices.’



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The Pair of ACEs Tree indicating multiple types of ACEs and the relationship to adverse community environments.

Seeing this roadmap in the context of BASC, enables partners to recognise the inter-dependencies with broader Government and Island wide initiatives to tackle key drivers of multiple disadvantages such as adverse childhood experiences and adverse community environments so that all understand their contribution to enhance community safety.

³⁹ Ellis, W., Dietz, W. (2017) A New Framework for Addressing Adverse Childhood and Community Experiences: The Building Community Resilience (BCR) Model. Academic Pediatrics. 17(2017) pp. S86-S93. DOI information: <https://doi.org/10.1016/j.acap.2016.12.011>

APPENDIX 2 - The existing Jersey Youth Justice Structure and Responsibilities

The justice structure in Jersey is designed to uphold the rule of law while focusing on the welfare of the community, particularly children. It operates within a unique legal framework, which is supported by the States of Jersey Police (SOJP), the Honorary Police, Law officers Department (LOD), Courts, Parish Hall Enquiry (PHE) system and Jersey Probation and Aftercare service (JPACS).

Community Policing

Community policing has an important role to play in this Jersey Youth Justice Roadmap. It represents a different style of policing to the traditional, reactive model where police officers respond to calls for assistance from the public. Community policing embeds officers in local communities to build relationships, understand issues and help develop sustainable solutions. Community policing is delivered by both the States of Jersey Police and the Honorary Police force.

The nature of the role of community police officers provides unique opportunities to engage with children on a more sustained basis, giving them a voice, building trust and demonstrating that community policing is also done with them and for them, not just to them. However, this approach needs to be consistent and based upon building positive relationships with children to promote healthy and trusting community development. All police officers should be trained to recognise that children and adolescents perceive, process and respond to situations differently and community officers should be exemplars of this approach.

When children do offend, Parish Hall Enquiries and the Probation Service are key to building genuine partnerships between the criminal justice system and communities. Both offer real opportunities to identify, connect and mobilise the strengths of the individual and the community around them, with a shared commitment to change lives not to simply seek retribution.

Jersey Youth Justice System Agencies:

STATES OF JERSEY POLICE

The States of Jersey Police is independent of the government and is accountable to the Independent Jersey Police Authority.

The role of the SOJP is to:

- Respond to incidents, identify and record offences.
- Investigate offences, gather evidence, offer voluntary interviews where possible, detaining and questioning children when this isn't an option.
- Bailing children with condition or unconditional bail, using custody as a last resort. All options such as bail support plans, bail conditions and alternative accommodation (if accommodation is a concern) should be explored before custody.
- Review evidence and, where appropriate thresholds are met:

- prepare evidence files and initiate the prosecution process.
- share relevant information on suspects, offenders and victims with partner agencies for community safety, safeguarding and victim support purposes.

HONORARY POLICE

Honorary policing is a voluntary service that has been part of Jersey life for hundreds of years. The role of the Honorary Police in each parish is to maintain law and order and to ensure a safe environment for all. Centeniers, Vingteniers and Constables make up the honorary police force.

The duties of the honorary police are very varied and can include the following:

- foot and mobile patrols.
- undertaking speed and road checks
- undertaking licence premises and curfew checks
- assisting with searches for “missing persons”
- assisting with policing major events
- Centeniers undertake Parish Hall Enquiries
- assisting and co-operating with colleagues from the States of Jersey Police
- charging individuals at police headquarters (Centeniers only)
- Centeniers taking cases to the Magistrate's Court

LAW OFFICERS DEPARTMENT

The Law Officers' Department provides advice to the Government, States Assembly, Crown, assists overseas law enforcement agencies and is the prosecution service for the Island.

The Attorney General has overall responsibility for the Department and is titular head of the Honorary Police.

The role of the LOD with regards to the youth Justice system include:

- Issue guidance and directions to Centeniers to ensure fair and effective diversion for children under the age of 14.
- Advise on evidential requirements during more serious or complex criminal cases and determine appropriate charges.
- Decide whether there is sufficient evidence to provide a realistic prospect of conviction and if prosecution is in the public interest.

PARISH HALL ENQUIRY (PHE)

Parish Hall Enquiry refers to the process of preliminary investigation conducted by a Centenier (honorary police officer) to decide whether there is enough evidence to justify a prosecution and whether the matter should be presented before the court. It deals with both youth offending and minor offences committed by adults. In Jersey, it dates back 800 years and is a customary, informal alternative to formal court processing.

Centeniers decide whether there is sufficient evidence to justify a charge and, if so, whether it is in the public interest to prosecute or, with the agreement of the attendee, proceed with an alternative, appropriate method of disposal. Options include:

Voluntary Supervision Orders

The Centenier may place the young person under the supervision of JPACS or the Alcohol and Drug Service. If they successfully complete an agreed community program (usually after three months), the Centenier will give them a written warning instead of prosecuting them. However, if they reoffend or don't attend their appointments, the Centenier may decide to prosecute.

Restorative Justice

The Centenier may also require the child to work with the Restorative Justice Officer to help repair the harm caused by the offence.

Charge and Bail for a Court Appearance

If the Centenier decides to charge the child, they can be bailed to appear in the Youth Court or the Magistrate's Court, depending on the situation.

All of these options (except for charging and bail) can only happen if the young person agrees. If they don't admit to the offence, it has to be handled by the Courts.

JERSEY PROBATION and AFTERCARE SERVICE

Contact children and parents in advance of PHEs to inform them about the process and find out more about the child such as if they have additional needs, there are background issues which they need support with and any other factors pertinent to the case.

They will then:

- Attend PHEs if the attendee is a child under the age of 18 to offer advice and support.
- Manage the restorative justice process and diversion programmes for children placed under voluntary supervision/deferred decisions at PHEs and support with court appearances.

YOUTH COURT

The Youth Court deals with criminal cases involving young people from the ages 10 to 17, albeit 10- and 11-year-olds are rarely dealt with. The Youth Court is formed by the Magistrate, Assistant Magistrate or a Relief Magistrate sitting with two members drawn from the Youth Court Panel.

The constitution of the Youth Court and its powers are set out in the Criminal Justice (Young Offenders) (Jersey) Law 2014⁴⁰.

Most criminal justice for young people takes place at Parish Hall Enquiry⁴¹. Only when charges are too serious for Parish Hall Enquiry, or the young person has already attended a Parish Hall Enquiry on numerous occasions, would the young person appear before the Youth Court. The Youth Court is the first Court of the criminal justice system for young people in Jersey.

⁴⁰ [Criminal Justice \(Young Offenders\) \(Jersey\) Law 2014](#)

⁴¹ [Parish Hall Enquiries](#)

APPENDIX 3 - Proposed Indicators for the measurement of success.

These indicators are intended as a starting point for discussion for all stakeholders, some of which will sit outside the criminal justice system. Any potential issues should be identified to –

- identify if better alternatives are available.
- consider whether controls need to be put in place to mitigate any concerns.
- ensure precise definitions for all terms used in these Indicators are in place to ensure common language across agencies.

Outcome 1: Children engage in law-abiding and positive behaviours

Target population: All children in Jersey

| N° | Indicator | Pillar | Source | Frequency |
|--|---|-------------|--------|-----------|
| 1 | Number of individual children reported as committing a crime | Enforcement | Police | Quarterly |
| <p>Whilst the results for this Indicator are outside the control of criminal justice agencies, they are key to understanding demand and whether the community safety system, as a whole, is impacting on child offending.</p> <p>Analysis</p> <p>This is a simple ‘how much did we do’ measure that also works as an Island Indicator. It has some value, subject to some important caveats, in telling us about trends in child offending.</p> <p>The key breakdown we need for the headline indicator is:</p> <ul style="list-style-type: none"> • % of these children who are – <ul style="list-style-type: none"> - first-time offenders (not previously on record as offenders) - first repeat offenders - multiple repeat offenders <p>Any long-term trends in the age and gender of child offenders should also be kept under review.</p> <p>Limitations</p> <p>These Indicators can simply reflect Police efficiency in detecting crime. Analysts will need to provide context, including impact of proactive and reactive policing, the types of crimes that are resulting in detections and the conversion rate of suspects to offenders. The indicators should always be presented in the context of overall crime rates, particularly concerning those traditionally associated with child offending, and take into account patterns in the data. Their purpose is to stimulate discussion between partners around what is happening and why.</p> <p>Work needs to be done to identify the needs deficits and service engagement records of these offenders to inform the design and assessment of prevention services.</p> <p>Definition will also be required around crime and process offences, particularly traffic offences.</p> | | | | |

What might success look like?

- A sustained reduction in total crime known to be committed by young offenders, most likely combined with reductions in crime most frequently associated with children.
- A sustained reduction in the **number of individual children who come into conflict with the law (offenders)**, with decreasing numbers of first-time offenders over time, fewer first-time offenders going on to become repeat offenders and the repeat offenders becoming less prolific and causing less harm.

Apparent trends must be cross-checked against other evidence and competing interpretations.

Outcome 2 - Children are diverted away from the formal criminal justice system at the earliest point with appropriate support

Target population: *Child at risk of or in conflict with the law*

| Nº | Indicator | Pillar | Source | Frequency |
|----|---|-------------|-------------|-----------|
| 2 | % of children diverted at PHE from the formal court system | Enforcement | JPACS / PHE | Quarterly |

This is a 'how well did we do it' service performance measure that tells us how well we are performing against the stated aim to divert children from the court system where it is appropriate to do so. Given that it represents the collective actions of many different players involved in the reporting/charging decision process, it can also serve as a headline Indicator for the system as a whole.

Analysis

The key breakdowns we need for the headline indicator is:

- *% of children reported to PHE or charged direct to court*
- *% of children diverted by Parish*
- *Breakdown of diversion disposals for these offenders*

Any long-term trends in the age and gender of the children should also be kept under review.

Limitations

This headline Indicator needs to work in tandem with Outcome 3. A high diversion rate requires that the resulting interventions are effective and meaningful.

Some high-level categorisations of diversion disposals will be required, including whether the intervention is deemed to be essentially punitive rather than developmental and future focused.

This is an example where a headline Indicator may also have a dual role as a service performance measure. A significant discrepancy between the diversion rate across parishes, for example, would invite scrutiny of the reasons.

Consistency is required around the offence types included.

This Indicator necessarily flows into another that measures the outcomes of community-based diversions. We need to understand whether they work. If not, the question is not whether the concept of diversion is flawed, but how to improve the intervention programmes.

What might success look like?

A sustained, high proportion of child offenders diverted into meaningful community-based interventions.

Outcome 3 - Children who are engaged in serious of persistent conflict with the law go on to achieve positive outcomes

Target population: *Children in the formal justice system*

| Nº | Indicator | Pillar | Source | Frequency |
|----|--|-------------|--------|-----------|
| 3 | % of children who don't re-offend post completion of a court sentence | Enforcement | Police | Annual |

This metric has a dual role as an Island Indicator and service performance measure. Disaggregating the headline indicator is key to providing insights into what is going on and the impact of any court sentences in improving outcomes for individual offenders.

The key breakdowns we need for the headline indicator is:

- *Outcomes for offenders receiving custodial sentences v community diversion sentences.*
- *Outcomes for first-time and repeat offenders*

The headline metric is intended as a stepping stone into analysis about those who do re-offend, again divided into two cohorts of individuals who received custodial and community sentences. Analysis to include –

- *Time period within which offenders re-offend after completion of diversion (e.g., within 1-2-3 years)*
- *Severity of repeat offending (single v multiple offences, harm rating)*
- *Re-offending rate per diversion category*

Any long-term trends in the demographics of child offenders should be kept under review.

Limitations

The undoubted challenges in using recidivism as a metric require careful consideration. It is a long-term metric that measures impact over time. Other alternatives might better assess whether diversions are proving effective in helping children reconnect with their communities and live

positive lives. Some of those should exist in the “what difference did we make’ service performance metrics.

Definition of crime/process offences included (e.g., traffic offences) remains essential.

This headline Indicator also has a dual role as a service performance measure. A key focus is the difference we make for individuals involved within the youth justice system, including interim outcomes such as improved qualifications and relationships. It is about what works and why. In an effective performance management system, the managers responsible for different interventions would track these results and be in a position to brief leaders on their response.

What might success look like?

Long-term evaluation shows low rates of re-offending amongst more serious offenders dealt with by courts system, thanks to effective post-sentence rehabilitation interventions.

Outcome 4 - Children, families, witnesses and community victims recover and move on beyond the impact of the harm they have experienced

Target population: Children who are victims of crime

| Nº | Indicator | Pillar | Source | Frequency |
|----|------------------------|----------|---------|-----------|
| 4 | To be developed | Recovery | Various | Annual |

Discussion

Currently, there are no metrics in place to meet this requirement. A variety of services will measure outcomes for their clients but there is no cumulative assessment of system performance.

It will be important to define the scope of any planned metric by agreeing which victims come within the definition.

This Indicator should form a child-specific subset of a performance framework for all victims of crime. That broader set would be expected to address the following –

- health and wellbeing
- re-integration
- safety (re-victimisation)
- perceptions of safety
- feeling informed
- satisfaction with CJS experience

At a headline level, success might be measured as a proportion of victims achieving positive results in each category. Some of the metrics may come directly from the voice of children or some may come from the assessment of parents or carers. This will require a review of existing metrics in these categories that may need to be child specific.

This review might facilitate the development of a combined metric along these lines –



- ***% of victims (in specified offence categories) who achieve positive outcomes in all six victim wellbeing categories within 12 months of reporting a crime***

In the interim period, we can develop a selected suite of service performance measures from different agencies who can report on some of these outcomes for their individual client groups.

What might success look like?

The ambition would be that victims do not become repeat victims, and the evidence shows that they receive effective support to recover from their experiences.



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