

ANNUAL REPORT OF THE
COMMITTEE APPOINTED TO
MONITOR THE
EFFECTIVENESS OF THE
DIVERSION PROGRAMME
2018

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Garda Youth Diversion Office
AN GARDA SÍOCHÁNA
HARCOURT SQUARE
HARCOURT STREET
DUBLIN 2

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1. MESSAGE FROM THE CHAIRPERSON OF THE COMMITTEE



Dear Commissioner,

It is my pleasure as chairperson of the Monitoring Committee appointed under section 44 (1) of the Children Act 2001 to present the 2018 Annual Report. It is my first year in the position and the role has provided me with the opportunity to engage with both the Section 44 Committee members and the staff at the Garda Youth Diversion Office (GYDO) in working together to ensure the effectiveness of the Diversion Programme.

The Diversion Programme provides a unique opportunity to An Garda Síochána to engage with young people and provide guidance and support to them in addressing their behaviour and making positive choices. The Programme is a vital crime prevention tool and an important asset to An Garda Síochána. In my role as Chairperson of the Committee, I wish to highlight the excellent work that is being carried out by all those involved in the operation of the Diversion Programme on a daily basis and ensure the ongoing commitment of An Garda Síochána in supporting the Programme to meet the highest levels of quality and effectiveness.

The Monitoring Committee provides support to the Diversion Programme and GYDO by identifying and highlighting areas that can be improved upon and by making recommendations to ensure the Diversion Programme continues to be an effective means in diverting children from crime and the criminal justice system. The 2018 Annual Report reflects the activities of the Monitoring Committee and the Diversion Programme during 2018. It highlights the developments that occurred during the year, identifies the current challenges and risks to the Diversion Programme, and provides statistics relating to the operation of the Programme in 2018. Having monitored the effectiveness of the Diversion Programme throughout 2018 through the meetings of the Committee and engagement with GYDO, a number of recommendations have been set out for 2019.

I would like to take this opportunity to extend my sincere thanks to the Director of the Diversion Programme, the staff at the Garda Youth Diversion Office and each Juvenile Liaison Officer nationwide for their continued commitment to youth diversion throughout 2018. I also wish to thank the Garda Síochána Analysis Service for the provision of the Diversion Programme statistics for 2018. Finally, I wish to thank the members of the Section 44 Monitoring Committee; Dr. Jennifer Carroll MacNeill, Mr. Eddie D'arcy and Chief Superintendent Colette Quinn for their efforts and commitment throughout the year.

Orla McPartlin

Assistant Commissioner

ORLA MCPARTLIN

2. OVERVIEW OF THE COMMITTEE

Section 44 of the Children Act 2001 provides that a committee be appointed to monitor the effectiveness of the Diversion Programme. The terms of reference of the committee are to:

- Monitor the effectiveness of the Diversion Programme.
- Review all aspects of its operation.
- Monitor all ongoing training needs of the facilitators.
- Present an annual report to the Commissioner of An Garda Síochána on its activities during the year.

The tasks of the committee are to:



The current members of the committee are:



Assistant Commissioner Orla McPartlin has responsibility for the Community Relations Bureau which includes the national portfolios of the Garda Youth Diversion Office and National Community Oriented Policing Bureau. She was appointed as Chairperson of the Monitoring Committee in 2019.



Eddie D'Arcy is a professional youth worker with more than 35 years' experience, including 15 years as manager of Ronanstown Youth Service and 6 years as Head of Youth Work Services with Catholic Youth Care. He developed the first Garda Youth Diversion Project (GRAFT). He is currently a lecturer in youth work at Dundalk IT and works with the Compass Project which supports young offenders after their release from prison.



Dr Jennifer Carroll MacNeill is a barrister and former solicitor and political scientist. She is the co-author of 'The Children Court: A National Study' published in 2007 by the Association for Criminal Justice Research and Development. She has worked in the Department of Children and Youth Affairs and the Department of Justice and Equality. She was appointed to the Monitoring Committee in October 2015.



Chief Superintendent Colette Quinn has responsibility for the Garda Youth Diversion Office which includes the portfolios of the Garda Youth Diversion Projects Office and the Garda Age Card and took up her role in January 2018. She previously served as the Director of the Diversion Programme from 2007 to 2017.

3. EXECUTIVE SUMMARY

STATISTICS AT A GLANCE

2018 saw 16,491 youth referrals to the Diversion Programme. This is a 17.5% decrease from the 2017 referral figures which were 20,006. The number of children referred was 8,561, a 19% reduction on the number of children referred in 2017. 71% were male and 29% were female. 1,249 children were deemed unsuitable for admission in 2018. In 9,324 (56.5%) cases, the child was deemed suitable for admission to the Diversion Programme with 5,149 (31%) cases deemed unsuitable. The downward trend in restorative cautions continued with only 72 delivered in 2018. This downward trend is directly related to the loss of funding to the Programme in 2018.

DEVELOPMENTS IN 2018

In response to the Garda Professional Standards Report on the administration of the Diversion Programme, an examination team was established to examine referrals where children were deemed unsuitable for admission to the Programme and the cases did not proceed before the courts. The work of the examination team is ongoing and it is expected that recommendations will be delivered to address gaps in the youth referral process in 2019.

The Garda Youth Diversion Office (GYDO) benefited from additional Garda staff personnel during 2018 who have been deployed as administrative support to the office. In addition, a new Garda Youth Diversion Bureau structure was proposed and approved and will be established in the first quarter of 2019. In 2018, the Diversion Programme Policy Unit reviewed and developed a number of the Standard Operating Procedures (SOPs) relating to the administration of the Diversion Programme by An Garda Síochána.

The SOPs were developed to provide guidance to Juvenile Liaison Officers and Garda members

generally on standards to be followed when processing youth referrals to the Programme.

The limitations of PULSE and Information Communication Technology (ICT) generally, remain a barrier to improving the efficiency of managing referrals to the Programme. During 2018, a business case was submitted to design a bespoke IT system that will enhance the administration of the Programme and reduce current level of manual processes.

A Children in Care project was trialled in one Garda division during 2018 which helped practitioners and stakeholders to focus on the underlying needs of those in care by prioritising this group and delivering appropriate interventions. This project will be further developed during 2019 in conjunction with colleagues from An Garda Síochána and partners from TUSLA and other service providers. The initiative is a notable example of how different agencies can positively impact upon children's lives.

CHALLENGES IN 2018

Staffing levels remain a key issue, and although temporary Garda members were in place throughout 2018, the ability to adequately support the administration of the Programme remains a concern to the committee.

For a number of years the Irish Youth Justice Service provided a substantial budget to the Diversion Programme to support the delivery of restorative justice training and research. However, this support was withdrawn in 2018. The loss of funds was not replaced through the Garda Vote which has had a significant impact on GYDO's ability to deliver on key recommendations from the Monitoring Committee in its 2017 report.

4. GARDA YOUTH DIVERSION OFFICE AND NATIONWIDE STRUCTURE

The national office tasked with managing referrals to the Diversion Programme is the Garda Youth Diversion Office (GYDO). The office is overseen by a Garda Chief Superintendent. A Garda Superintendent, the Director of the Diversion Programme, has overall responsibility for deciding on the suitability of a child for admission to the Programme. The Director's role is provided for under section 20 (1) Children Act 2001 and is a statutory position.

GYDO has responsibility for developing policy and guidance on how An Garda Síochána administers the Diversion Programme. In 2018, the office reviewed and updated a number of its Standard Operating Procedures.

The Garda Youth Diversion Office continues to work closely with the Irish Youth Justice Service, Department of Children & Youth Affairs, youth organisations and other stakeholders to identify, share and promote best practice.

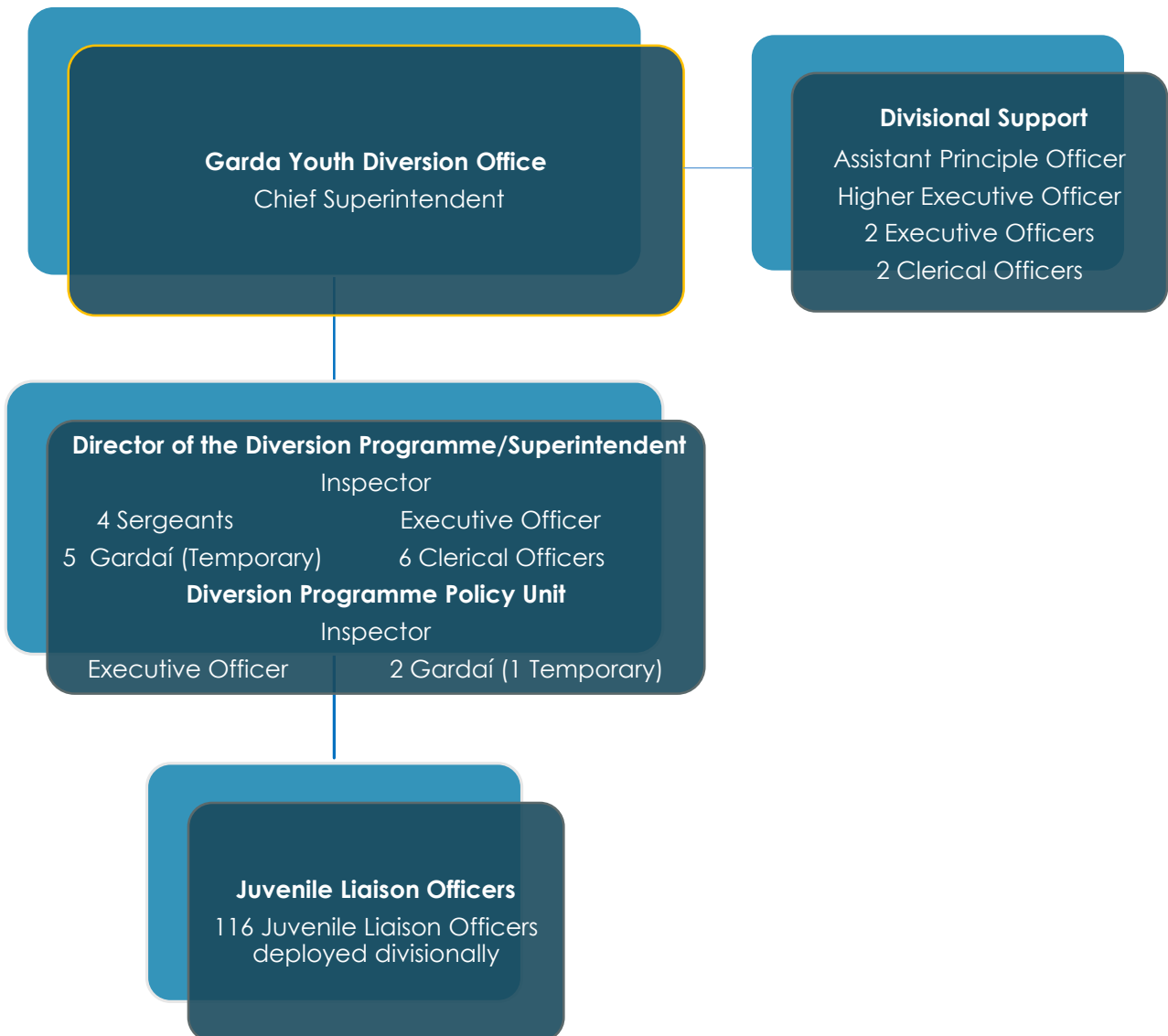


Figure 1 - Garda Youth Diversion Office and nationwide structure

5. GARDA YOUTH DIVERSION PROJECTS (GYDPS)

GYDP BEST PRACTICE DEVELOPMENT TEAM

The purpose of the Best Practice Development Team (BPDT) is to achieve better outcomes for young people engaged in Garda Youth Diversion Projects (GYDPS) nationally by supporting the needs of all Youth Justice Workers (YJWs) and developing practice across the network of GYDPs. The need for these supports, initially provided through the Best Practice Initiative (BPI) managed by Foróige, was identified via a baseline analysis of GYDPs (Redmond, 2009). Set up in 2010, the BPI's purpose was to improve practice in GYDPs. In 2015 the Irish Youth Justice Service released funding with support from the Dormant Accounts Fund, to employ two part time workers. This is a unique development within the youth sector with a multi-agency approach in delivering a shared plan for the benefit of the young people who are participants across all Garda Youth Diversion Projects. At the end of 2018, this multiagency team was made up of three full time staff managed by Foróige, Youth Work Ireland Galway and Crosscare, providing supports and delivering training to Youth Justice Workers across all GYDPs.

The work of the BPDT is overseen by a Committee made up of representatives from Irish Youth Justice Service (IYJS), An Garda Síochána (AGS) and representatives from community based organisations (CBOs) managing GYDPs, including Foróige, Youth Work Ireland, Crosscare, Extern and those representing GYDPs managed by independent CBOs. It provides a mechanism for IYJS, AGS and all CBOs to collaborate with the BPDT on the development

of GYDPs. In addition, the Committee allows for opportunities for learning and information sharing between CBOs, IYJS and AGS with a focus on developing practice across the network of GYDPs that will benefit the young people participating on the projects.

DEVELOPMENTS IN 2018

The implementation of restorative practices across all GYDPs was initiated in 2018. Following a literature review and a tendering process, Ulster University (UU) were contracted to develop bespoke training for all GYDPs, in conjunction with the BPDT. In 2019, thirteen YJWs will be trained to deliver training in Restorative Practices to all YJWs.

In response to the practice needs identified by YJWs, the BPDT produced a literature review on 'Anger and young people'. This review identified ways that YJWs can be best supported in addressing this issue with young people.

The 'Together Stronger: Guidelines for effective partnership between Garda Juvenile Liaison Officers and Garda Youth Diversion Projects' was developed following a series of eight regional focus groups with both YJWs and JLOs, in 2017. This was disseminated to all YJWs and JLOS early in 2018. These guidelines aim to develop and improve effective partnerships between Garda Juvenile Liaison Officers and Garda Youth Diversion Projects. It is hoped that this document provides a basis for establishing interagency relationships in each project, in turn supporting better outcomes for young people participating on GYDPs.

INTERPRETATION OF STATISTICS

What are we interpreting?

- We collect and analyse data on referrals to the Diversion Programme generated from the Garda PULSE System

Why are we examining this data?

- To report on the number of referrals to the Diversion Programme
- To assess trends in youth needs
- To identify interventions needed

Value of interpreting this data?

- Through examining the statistics on the PULSE System, we can highlight issues and promote better practice.

What are the key performance trends?

- Key performance trends have been identified in 3 core areas:
 - Annual Referrals
 - Children Referred
 - Number of children deemed suitable for admission to the Programme

OVERVIEW OF KEY PERFORMANCE TRENDS

A) Annual Referrals

- 16,491 referrals in 2018
- Decrease of 17.5% on 2017

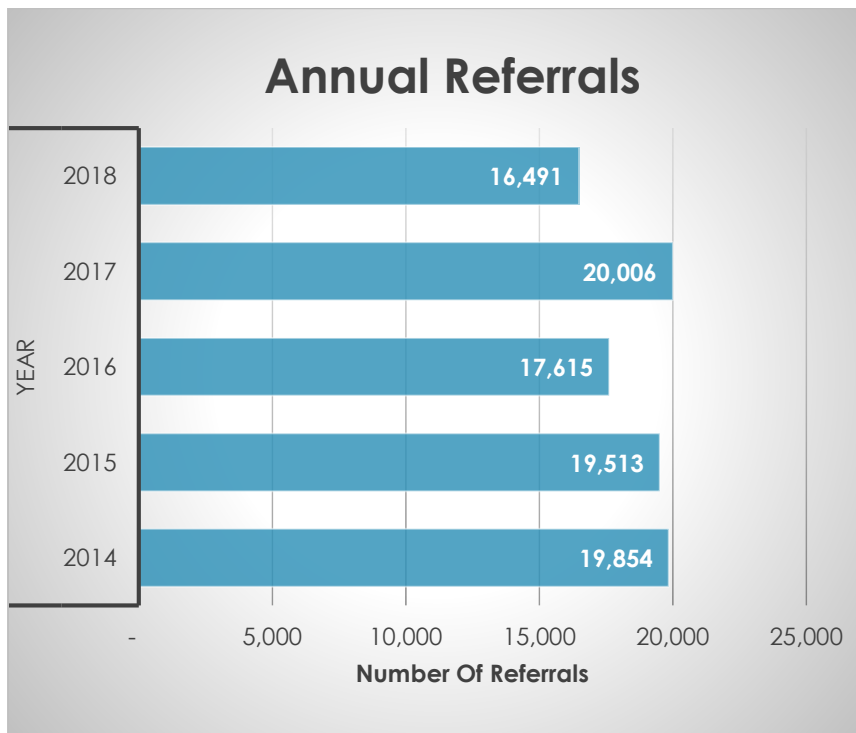
B) Children Referred

- 8,561 children referred in 2018
- 27% of children were under 15 years of age

C) Suitability for admission to the Programme

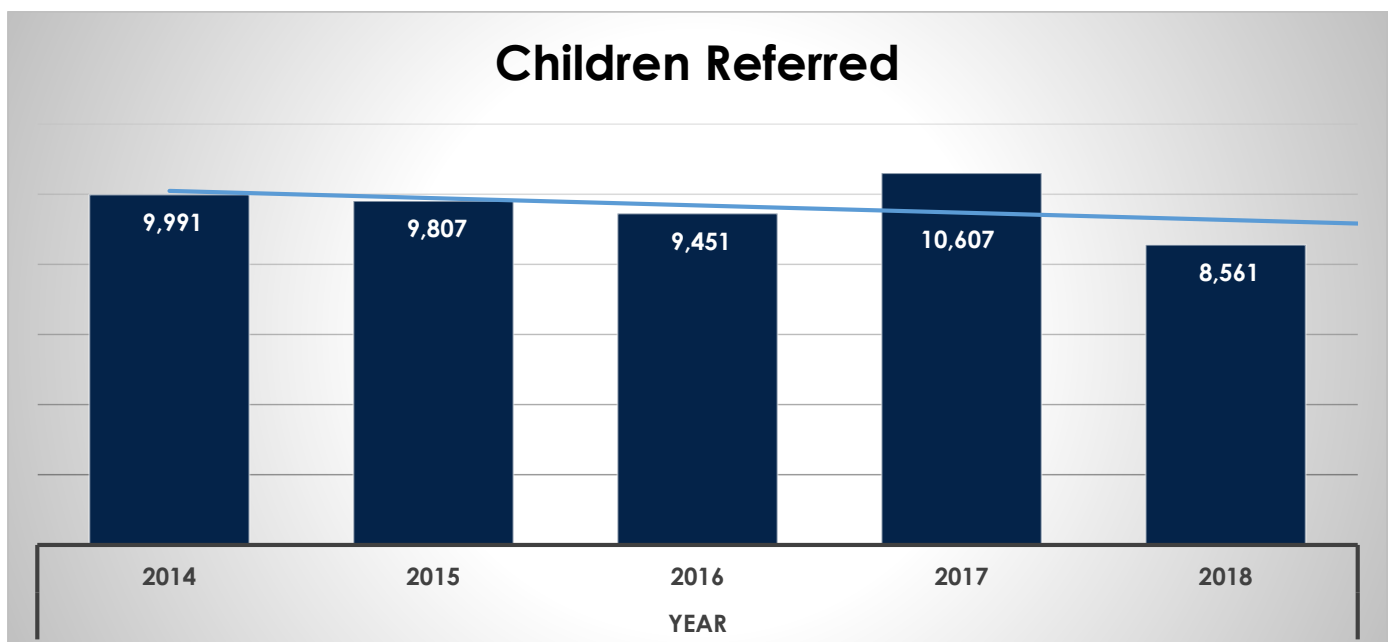
- 1,249 children deemed unsuitable
- Decrease of 18% on 2017

A) Annual Referrals



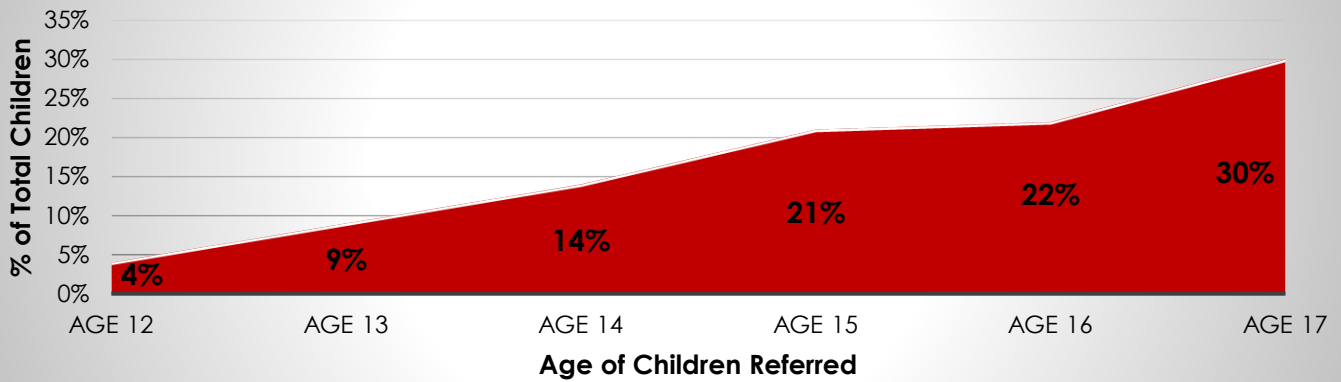
There were 16,491 referrals in 2018, a decrease of 17.5% on 2017. The reduction in referrals may be explained by the introduction of improved governance in February 2018 surrounding the creation of youth referrals on PULSE. These changes to the PULSE system created the requirement for electronic approval to be given by the investigating District Officer on the PULSE incident before a youth referral can be created.

B) Children Referred



The number of children referred decreased from 10,607 in 2017 to 8,561 in 2018, a decrease of 18%. This is in line with the decrease in overall referrals of 17.5% since 2017.

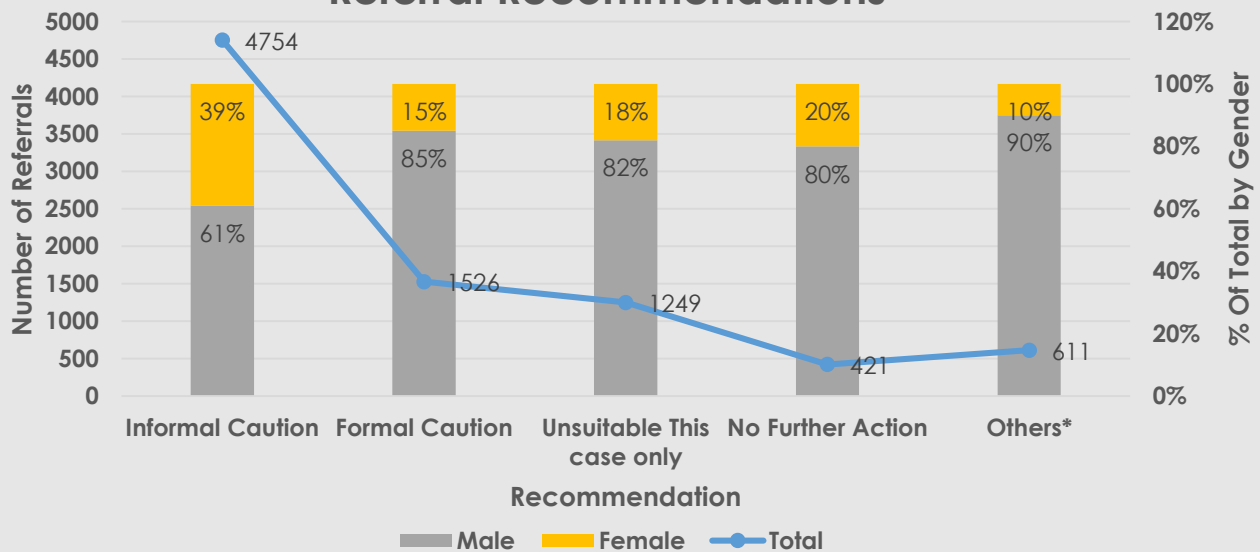
Age of Children Referred



The determining factor for admission to the Programme is the age of the child on the date of the alleged offence. The graph above represents the date of the offence and not the age of the child admitted to the Programme.

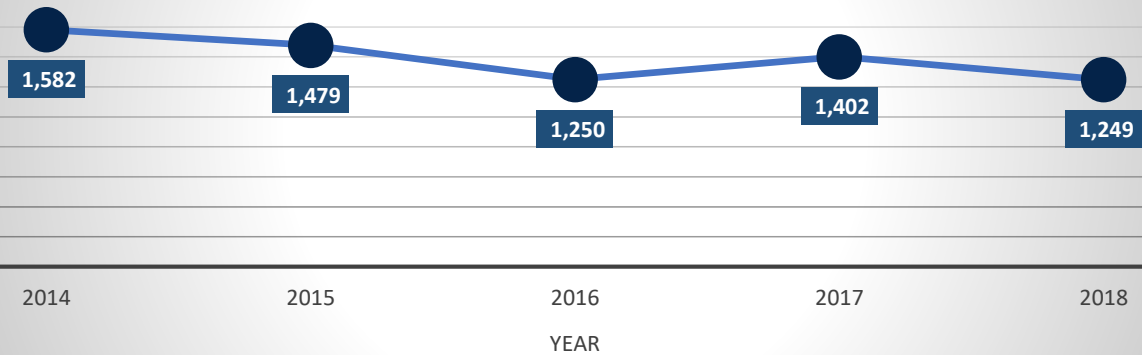
C) Suitability for Admission to the Programme

Referral Recommendations



Recommendations of informal and formal cautions relate to the referrals for which the child has been deemed suitable for admission to the Programme. 'Unsuitable This Case Only' means that the child has been deemed not suitable for the Programme. 'No Further Action' relates to the recommendation that no further Garda action is required in relation to the matter. 'Others' relates to referrals which were created in 2018 but the Director of the Diversion Programme had not yet made a direction in relation to it at the time the statistics were generated.

Number of Children Deemed Unsuitable



There was a total of 1,249 children deemed unsuitable for the programme in 2018, down 11% on the 2017 total of 1,402. The proportion of children deemed unsuitable for the programme was 15% in 2018, which is an increase of 2% on 2017 (13% has been the average since 2016).

Referrals (children) deemed unsuitable for admission to the Programme are returned to the Garda District where the alleged offence occurred, these cases are then progressed to final disposal by way of file to Director of Public Prosecutions (DPP), Charge or Summons before the courts.

7. RESTORATIVE JUSTICE

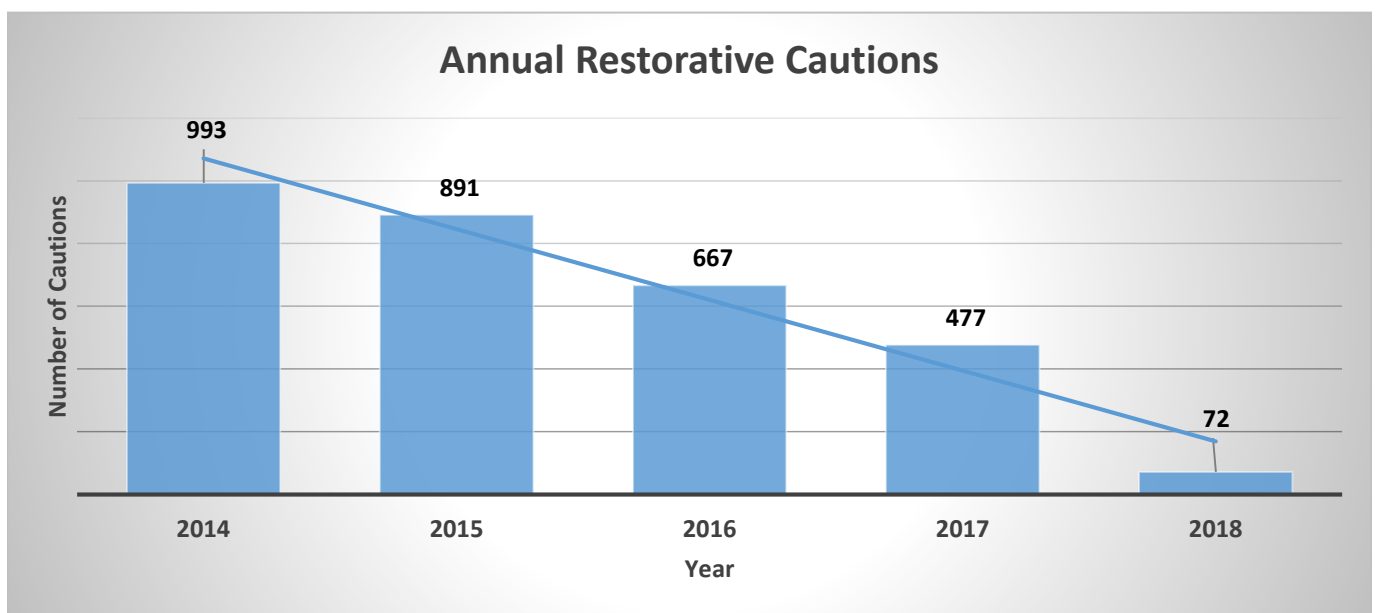
WHAT IS RESTORATIVE JUSTICE?

Restorative justice is a voluntary process where the young person accepts responsibility for their offending behaviour and becomes accountable to those they have harmed. The victim is given the opportunity to have their views represented either by meeting the young person face to face or having their views represented by someone else. Section 26 of the Children Act 2001 provides for the restorative justice caution whilst Section 29 provides that a victim can attend the welfare conference provided for under this section where it is deemed appropriate.

OBJECTIVE OF RESTORATIVE JUSTICE

When a crime is committed, there is harm done to a person or a community. Restorative justice attempts to deal with the harm through a discussion and attempts to bring that harm to the centre of the discussion. It does this by giving a voice to the person who has been affected by the crime. It then creates an opportunity for the offender to repair the harm caused and work towards the prevention of re-offending. The restorative justice process does not concern itself with judging or blaming.

2018 RESTORATIVE JUSTICE STATISTICS



Restorative cautions have been trending downwards since 2014. However, in 2018 there was a significantly large decrease in the number of restorative cautions administered. This reduction is explained by the continued practise of not directing restorative cautions due to the obligations placed on An Garda Síochána to safeguard the victim in relation to their participation in a restorative justice event under Section 26 of the Criminal Justice (Victims of Crime) Act, 2017, as well as the inability to organise and hold restorative events at a local level due to budgetary constraints.

8. TRAINING PROVIDED TO JUVENILE LIAISON OFFICERS

The Children Act 2001 places an onus on the Garda Commissioner to provide training to those facilitating the Diversion Programme. It is a task of the Monitoring Committee to assess best practices for the training of facilitators and monitor training delivery. The committee welcomes the delivery of important training programmes to JLOs which are vital to the effectiveness of the Diversion Programme. The following training was delivered to JLOs throughout 2018:

Induction Training

Induction training was delivered to newly appointed JLOs over five days in August 2018 in conjunction with the Garda College in Templemore. The training focused on the legal and statutory obligations underpinning the role. It included instruction on international best practice in the area of youth justice along with guidance on the administrative processes and procedures to be followed when engaging with young offenders.

Continuous Professional Development

Two training seminars for JLOs and GYDO staff were held in the Garda College in 2018. The first took place in June and involved presentations on the role and challenges faced by Family Liaison Officers; dealing with victims of crime and their families; the role of the Victims Liaison Office, the provisions of the Victim's of Crime

Act 2017 and the subsequent responsibilities of An Garda Síochána to victims.

The second seminar day took place in August and consisted of a guest speaker from NIAPP, TUSLA in relation to working with children who have demonstrated harmful sexual behaviour in addition to guest speakers from a number of community based organisations.

Restorative Justice Facilitator Training

In September, 11 participants underwent a three-day training course accredited by the International Institute for Restorative Practices Europe. This course provided JLOs with the skills, knowledge and confidence to facilitate restorative cautions and restorative conferences.

Presentation Skills

In November, training on presentation skills was delivered to 27 JLOs. This training focused on the practical skills of presenting and introduced the JLO to the processes involved in the creation and delivery of a presentation.

Interviewing Skills

12 JLOs completed a one-day training course in relation to interviewing techniques.

9. DEVELOPMENTS IN 2018

PULSE Release 7.3

In February, a major change to the youth referral process was introduced with 'PULSE Release 7.3' by the implementation of an approval layer within the youth referral process on PULSE. The change introduced a new electronic process within PULSE for confirmation of the existence of prima facie evidence against the child before approval is then given for a youth referral to be created at District Officer level. The purpose of this change was to introduce increased governance at district level in relation to the creation of youth referrals and now means that youth referrals cannot be created without the case having been reviewed by a District Officer or by a Performance and Accountability Framework (PAF) Administrator on their behalf.

Additional Resources at GYDO

One Assistant Principal Officer, one Higher Executive Officer and three Executive Officers joined GYDO on a permanent basis and were deployed to policy development, governance and administrative support to the office. In late 2018, three newly appointed Garda Sergeants were allocated to GYDO on a permanent basis. Three Garda members were also allocated on temporary transfer to assist with new governance processes deployed at GYDO to increase the monitoring capabilities of the office in relation to the progression of referrals nationally.

Children in Care

Children living in residential state care are among the most vulnerable people with whom members of An Garda Síochána come

into contact. In 2018, GYDO trialled a divisional pilot scheme aimed at children living in state residential care who may have committed offences. This pilot scheme brought together key figures in the lives of children in care who had been referred to the Diversion Programme. Working with the child's appointed JLO, staff from GYDO liaised with care workers, doctors, psychologists, social workers and TUSLA to ensure the welfare of the child and to understand the facts and potential triggers around their offending behaviour. Following the results of the preliminary pilot, it is proposed that in Quarter 3, 2019, the scheme will be extended nationally to all children living in residential state care.

The GYDO pilot scheme pre-empted two substantial reports in the UK and in Ireland. The first, a UK policy document published jointly by the Department of Education, Home Office, and Ministry of Justice firmly established that children in care are among the most vulnerable populations and should be diverted away from the criminal justice system, wherever possible. In Ireland, GYDO contributed to the Irish Penal Reform Trust's report on "Care and Justice", a study of the over-representation of children in care in the criminal justice system.

Diversion Programme Policy Unit

In addition to leading the roll out of the Children in Care pilot scheme, in 2018, the Diversion Programme Policy Unit reviewed and began developing a number of additional Standard Operating Procedure (SOP) guideline documents relating to the administration of the Diversion Programme.

The purpose of these procedural documents is to provide guidance to Juvenile Liaison Officers and Garda members generally on standards to be followed when processing youth referrals to the Programme. Development of these documents continued throughout 2018 and involved both desktop and primary research which included conducting focus groups with JLO Gardaí and JLO Sergeants across 4 Garda regions. Development of these procedural documents will continue in 2019 and it is planned that they will be disseminated to the wider organisation by the end of Quarter 2 2019.

Governance and Accountability

With the increase in both Garda and Garda staff resources of supervisory rank at GYDO, improved quality assurance processes have been introduced to the procedures surrounding the processing of youth referrals. In September, the allocation of three Gardaí on temporary transfer allowed for the establishment of a team with the sole purpose of monitoring the progression of referrals from the creation of the referral, through to creation of a charge/summons or file being sent to the Director of Public Prosecutions if a child was subsequently deemed unsuitable for admission to the Diversion Programme. This oversight function also includes the issuing of reminders to Garda Districts seeking responses to requests for additional information by GYDO and reviewing those which are outstanding over a certain time period.

It is proposed that in 2019, a team from GYDO will provide guidance to Chief Superintendents and Superintendents at divisional meetings on their governance and accountability role in relation to the administration of the Diversion Programme at both divisional and district level.

To support the ability of GYDO to deliver on its responsibility for national oversight and governance of the administration of the Diversion Programme, a proposal for the approval of the design of a bespoke IT system has been submitted to senior management in An Garda Síochána. In addition, a new Garda Youth Diversion Bureau structure was proposed and approved and will be established in Quarter 1 2019. This will involve the establishment of the Operational Directing Office and the Diversion Programme Policy and Governance Office, in addition to the current offices of the Garda Diversion Projects Office and Garda Age Card Office, all of which will ultimately report to the Chief Superintendent of the Garda Youth Diversion Bureau.

10. CHALLENGES IN 2018

Outcome of Garda Professional Standards Unit (GPSU) Report and subsequent Youth Referral Examination

Following a review of GYDO by the GPSU, a number of issues were identified that gave rise to concern and subsequently a special review team was established to conduct a deep exploration of those issues over the period of 2010-2017. Of particular concern was the non-progression of cases before the courts following a child having been deemed unsuitable for admission to the Diversion Programme

The examination by the special review team continued throughout 2018 and the final report is expected in 2019. During this period, there has been continuous engagement between the review team and GYDO which has resulted in the introduction of improved governance processes and the establishment of the monitoring team within GYDO. Other outcomes of this ongoing examination are the proposed restructuring of GYDO and the development of Standard Operating Procedures for all aspects of the Diversion Programme.

Until this report is completed and its recommendations acted upon, the issues raised during the review will continue to present as key challenges to the effective administration of the Diversion Programme going forward.

Under-resourced GYDO

Although the allocation of Garda staff of various grades and three Garda Sergeants to GYDO during the latter part of 2018 is welcomed by the committee, staffing levels at GYDO remain a

challenge to the effective administration of the Diversion Programme. All except one Garda member are temporary resources and the three Sergeants allocated to the office filled positions which had been vacant since 2017 rather than increasing the capacity of the office.

Budgetary Constraints

For a number of years, the Irish Youth Justice Service provided a substantial budget to the Diversion Programme to support the delivery of training and research. However, this support was withdrawn in 2018. The loss of funds was not replaced through the Garda Vote which had a significant impact on the National Office's ability to deliver on key recommendations from the Monitoring Committee in its 2017 report. It has also impacted upon the ability of JLO Gardaí nationwide to organise and hold restorative events within their divisions.

National Vetting Bureau (Children and Vulnerable Persons) Acts 2012-2016

The anomaly in current legislation which provides that criminal convictions of a child cannot be disclosed under Section 258 of the Children Act 2001 for the purposes of vetting, but a child's admission to the Diversion Programme can be disclosed, continues to present a challenge to JLOs on the ground working with children and their families. The National Vetting Bureau (Children and Vulnerable Persons) Acts 2012 to 2016 provides a legislative basis for the mandatory vetting of persons who wish to undertake certain work or activities relating to children or vulnerable persons or to provide

certain services to children or vulnerable persons. The Act provides for the provision of “specified information” where bona fide concerns exist regarding children and vulnerable persons.

There is a continued risk that these provisions may result in the value of the Diversion Programme as an alternative to criminal prosecution being undermined. JLOs nationwide have highlighted their concerns to GYDO advising that it has impacted upon their ability to promote the benefits of the Diversion Programme as a means of dealing with a child's offending as both the child and their parents have concerns on the possible impact that admission in the Diversion Programme may have on a child's future.

11. RECOMMENDATIONS OF THE COMMITTEE

The Section 44 Monitoring Committee appointed to monitor the effectiveness of the Diversion Programme makes the following recommendations;

1. Continued engagement to occur between GYDO and the special review team established to examine issues identified in the GPSU report of GYDO and subsequent implementation of recommendations made by the special review team's report when complete in 2019.

2. Develop enhanced reporting to support the governance and monitoring function of GYDO enabling GYDO to be more effective and targeted in their monitoring of youth referrals.

3. Continue the development and review of standard operating procedures to standardise practice among Juvenile Liaison Officers.

4. Promote the Diversion Programme within An Garda Síochána and inform all members of their roles and responsibilities in relation to the Programme through regional management briefings, Garda Portal updates, targeted training and dissemination of guideline documents on all aspects of the Programme.

5. Develop a restorative Justice strategy and restore the administration of restorative cautions to 2017 levels.

6. Continue to improve upon the allocation of resources (including budget) to support the Garda Youth Diversion Office develop an effective operating model within the national office and the subsequent effective administration of the Diversion Programme.

7. Review the effectiveness and impact of the Children in Care project and further develop the scope of the project in 2019.

Diversion Programme Statistics Report 2018

GARDA SÍOCHÁNA ANALYSIS SERVICE



Diversion Statistics Report*

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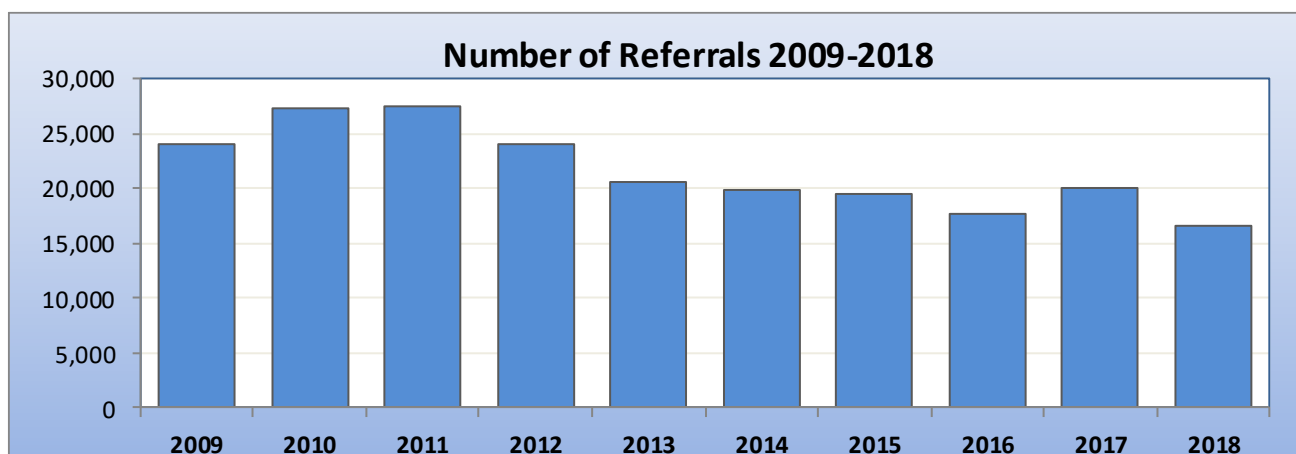
Children deemed Unsuitable for the Programme.....8

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Offence Types.....10

**Based on PULSE data as of 26th February 2019.*

Referrals



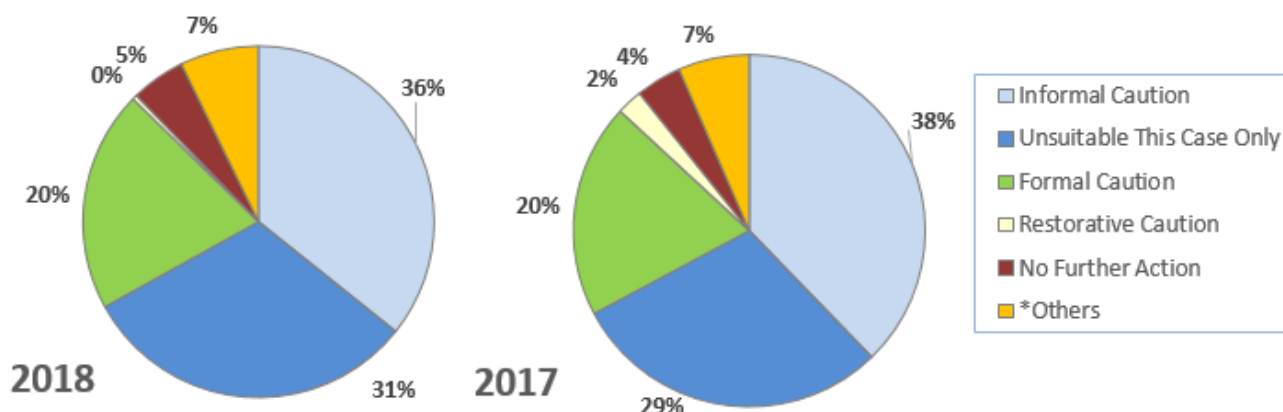
- There were 16,491 referrals to the Diversion Programme in 2018 which is down 17.5% on the 20,006 referrals to the Programme in 2017.

Recommendation	Total	% ⁺
Informal Caution	5,891	36%
Unsuitable This Case Only	5,149	31%
Formal Caution	3,361	20%
Restorative Caution	72	0.4%
No Further Action	824	5%
*Others	1,194	7%
Grand Total	16,491	100%

** Includes requests for further information*

+ % may not total 100% due to rounding errors

- 31% of referrals were deemed Unsuitable for the Diversion Programme, 36% dealt with by Informal Caution and 20% dealt with by Formal Caution.
- *Others include 544 'Requests for Skeleton File' (46%), 350 'Requests for Covering Report' (29%) and 232 'Request Suitability Report' (19%).

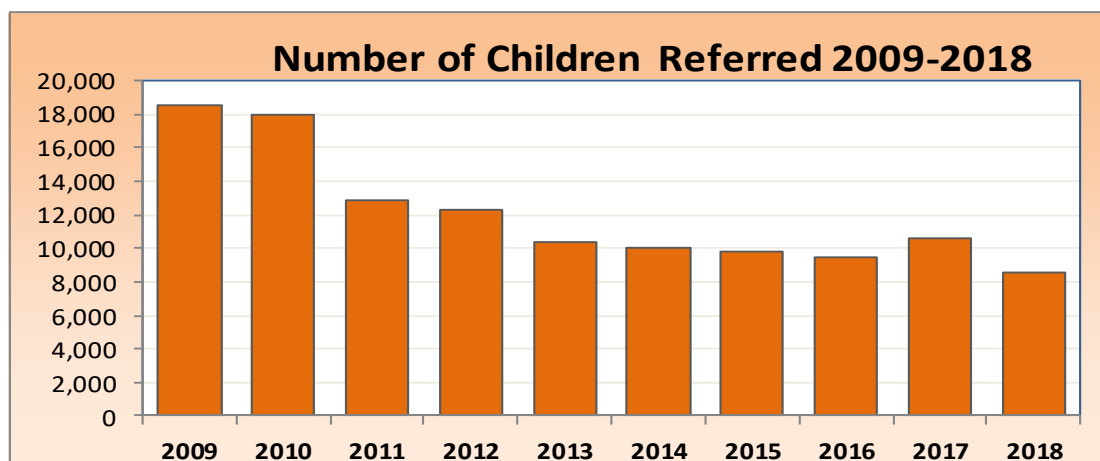


- There was a decrease in the proportion of Informal Cautions and an increase in the proportion of Formal Cautions between 2017 and 2018. Restorative Cautions decreased from 477 cases in 2017, 2% of the total, to 72 cases, 0.4% of the total between 2017 and 2018, with other categories close to last years levels.

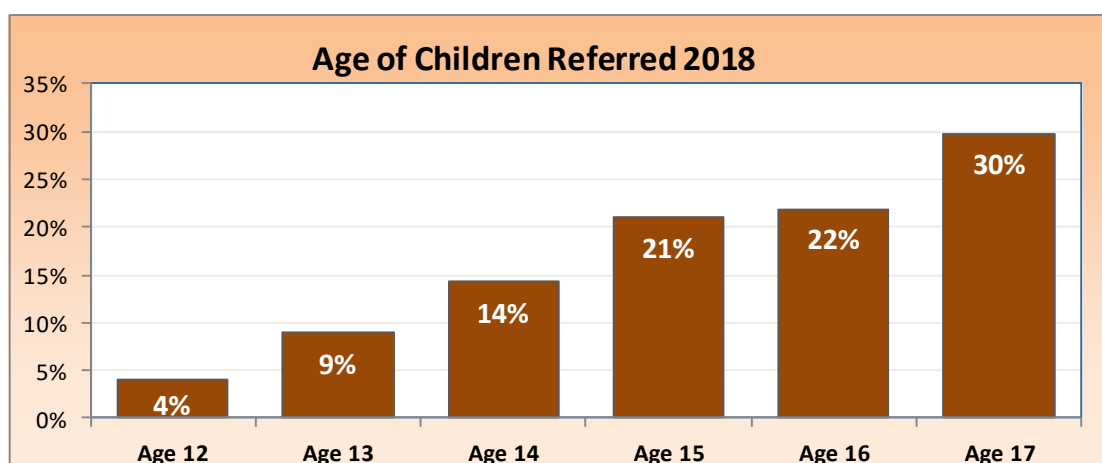
Referrals by Area

2018 Region / Division	Total	% Change 2017	Informal Caution	Unsuitable	Formal Caution	No Further Action	Restorative Caution	Others
Dublin Region	5,464	-19%	1,651	2,041	894	257	20	601
D.M.R. Eastern	691	-21%	255	240	83	27	0	86
D.M.R. North Central	884	-27%	405	263	97	26	8	85
D.M.R. Northern	1,312	-2%	310	603	189	59	0	151
D.M.R. South Central	715	-14%	97	299	186	22	0	111
D.M.R. Southern	874	-16%	239	338	156	62	0	79
D.M.R. Western	988	-32%	345	298	183	61	12	89
Eastern Region	2,559	-9%	789	843	608	142	2	175
Kildare	566	-18%	195	199	105	36	0	31
Laois/Offaly	563	-2%	200	129	142	41	1	50
Meath	670	+5%	141	274	185	28	1	41
Westmeath	379	-3%	143	112	90	21	0	13
Wicklow	381	-28%	110	129	86	16	0	40
Northern Region	1,707	-26%	702	402	349	99	19	136
Cavan/Monaghan	531	-26%	230	102	154	26	10	9
Donegal	467	-29%	212	31	103	42	7	72
Louth	485	-24%	140	220	60	19	2	44
Sligo/Leitrim	224	-24%	120	49	32	12	0	11
South Eastern Region	1,936	-14%	738	523	460	105	2	108
Kilkenny/Carlow	446	-28%	211	109	92	17	0	17
Tipperary	483	-9%	166	144	109	33	1	30
Waterford	590	+10%	243	167	114	34	0	32
Wexford	417	-25%	118	103	145	21	1	29
Southern Region	3,112	-15%	1,264	914	636	153	28	117
Cork City	1,024	-4%	477	300	178	27	11	31
Cork North	551	+2%	183	191	127	26	0	24
Cork West	251	-35%	141	39	53	13	0	5
Kerry	356	-27%	157	53	110	17	12	7
Limerick	930	-22%	306	331	168	70	5	50
Western Region	1,713	-23%	747	426	414	68	1	57
Clare	328	-45%	176	59	73	17	0	3
Galway	936	-9%	363	257	243	31	0	42
Mayo	230	-18%	105	58	57	5	0	5
Roscommon/Longford	219	-30%	103	52	41	15	1	7
National Total	16,491	-18%	5,891 (-22%)	5,149 (-13%)	3,361 (-15%)	824 (-2%)	72 (-85%)	1,194 (-9%)

Children Referred



- There were 8,561 children referred in 2018 which is 19% fewer than the 10,607 children referred in 2017.
- 71% of children referred were male, 29% female.



- 27% of children referred were under 15 years of age in 2018 with 30% being 17 years of age.

Children (most recent referral)	Total	% of total*	versus 2017	Male	Female
Informal Caution	4,754	56%	-21%	61%	39%
Formal Caution	1,526	18%	-25%	85%	15%
Unsuitable For Diversion Programme	1,249	15%	-11%	82%	18%
No Further Action	421	5%	-13%	80%	20%
Others*	611	7%	-11%	90%	10%
Grand Total	8,561	100%	-19%	71%	29%

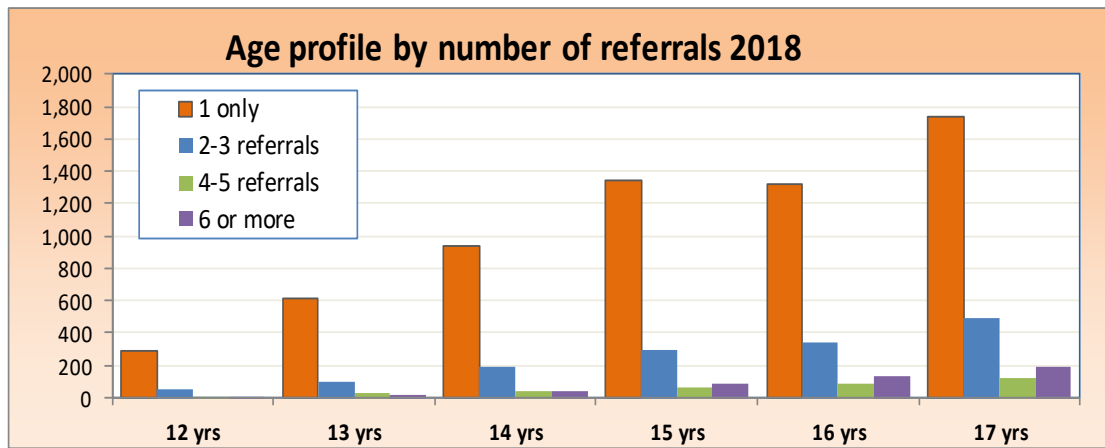
* Includes requests for further information

+ % may not total 100% due to rounding errors

- There has been decreases recorded in each decision type in 2018 particularly for Informal and Formal Cautions which are down 21% and 25% respectively.
- 41% of *Others are a 'Request for Skeleton File', 38% are a 'Request for Covering Letter' and 17% are recorded as 'Request Suitability Report'.
- The majority of young people referred the under different referral types are Male, though a significant proportion of those receiving an Informal Caution are Female.

Referrals in 2018	Total	% of total*	Male	Female
1 only	6,252	73%	67%	33%
2-3 referrals	1,473	17%	80%	20%
4-5 referrals	355	4%	85%	15%
6 or more	481	6%	91%	9%

+ % may not total 100% due to rounding errors



- 73% of children referred have just one referral while 6% have 6 or more referrals in 2018. Of those referred once in 2018, 67% are male and 33% female. Children with 6 or more referrals were predominantly male with just 9% female.

	1 only	2-3 referrals	4-5 referrals	6 or more	% by Age*
12 yrs	289	49	9	5	4%
13 yrs	619	101	26	15	9%
14 yrs	933	194	45	44	14%
15 yrs	1,349	297	62	89	21%
16 yrs	1,315	341	85	130	22%
17 yrs	1,735	489	126	193	30%
18 yrs	3	2	0	3	0%

Only includes referrals linked to individuals recorded as between 12 and 18 years of age

** % may not total 100% due to rounding errors*

- A greater proportion of referrals relate to older children with those 17 years of age or older making up 30% of those referred while 12 year olds account for just 4%.

Referral Type	Proportion of Referrals 2018		
	1 only	2-5 referrals	6 or more
Informal Caution	70%	27%	3%
Formal Caution	25%	43%	32%
Unsuitable For This Case Only	11%	21%	68%
No Further Action	39%	33%	28%
Others	30%	34%	36%

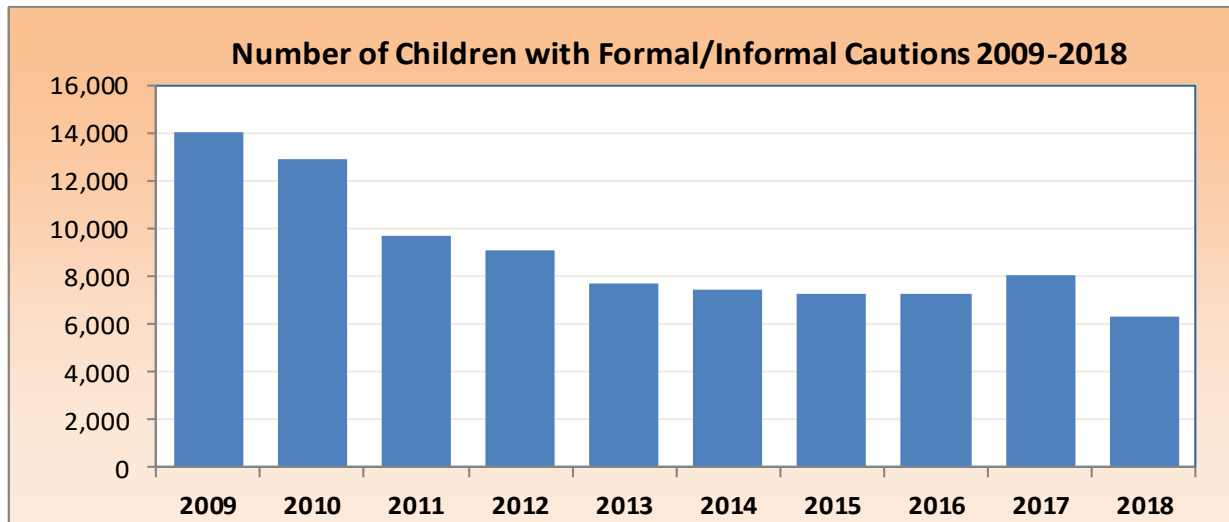
** % may not total 100% due to rounding errors*

- Most Informal Caution decisions are linked to children with just 1 referral in 2018. 68% those deemed Unsuitable for inclusion in the Programme had been referred 6 or more times in 2018.

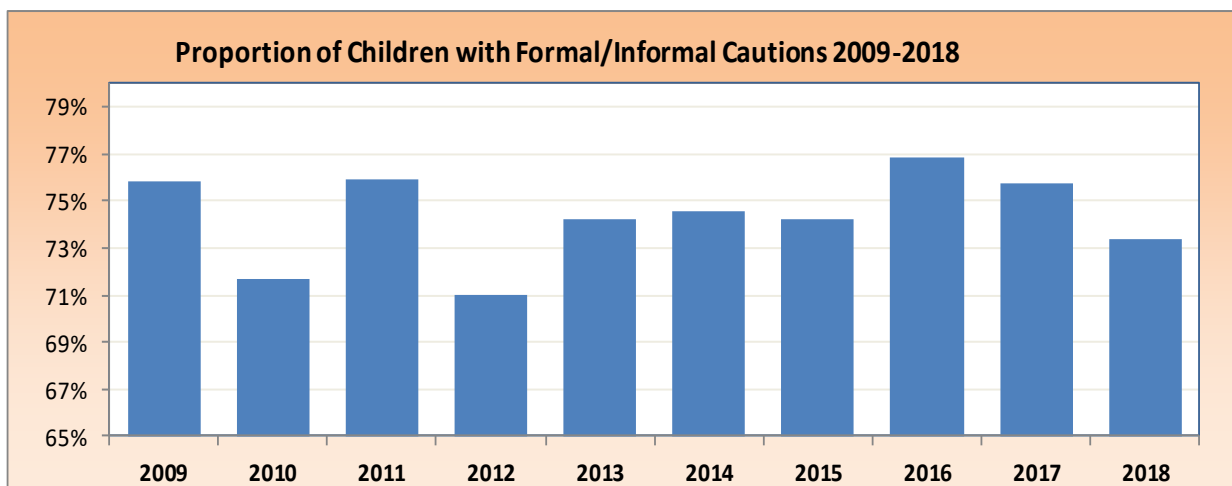
Children Referrals by Area

Region Of Youth	Total	% Change vs 2017	Informal		Formal		
			Caution	Unsuitable	Caution	NFA	Others
Dublin Region	2,608	-24%	1,369	483	370	100	286
D.M.R. Eastern	352	-23%	207	67	36	14	28
D.M.R. North Central	520	-25%	372	74	30	13	31
D.M.R. Northern	545	-17%	239	103	98	22	83
D.M.R. South Central	228	-25%	85	48	39	10	46
D.M.R. Southern	395	-29%	185	83	64	19	44
D.M.R. Western	568	-27%	281	108	103	22	54
Eastern Region	1,193	-14%	620	168	242	72	91
Kildare	300	-13%	155	46	61	18	20
Laos/Offaly	297	-7%	151	35	66	21	24
Meath	230	-15%	110	41	46	11	22
Westmeath	196	-2%	114	20	41	14	7
Wicklow	170	-32%	90	26	28	8	18
Northern Region	993	-21%	584	96	177	72	64
Cavan/Monaghan	320	-17%	201	31	59	17	12
Donegal	324	-21%	176	16	67	32	33
Louth	214	-20%	116	38	33	14	13
Sligo/Leitrim	135	-30%	91	11	18	9	6
South Eastern Region	1,026	-12%	561	133	197	72	63
Kilkenny/Carlow	277	-1%	178	31	42	13	13
Tipperary	260	-11%	130	36	54	25	15
Waterford	297	-13%	164	44	48	21	20
Wexford	192	-23%	89	22	53	13	15
Southern Region	1,753	-15%	1024	254	327	72	76
Cork City	631	-10%	407	101	93	14	16
Cork North	280	1%	135	52	64	14	15
Cork West	170	-27%	110	16	32	9	3
Kerry	233	-25%	125	23	63	10	12
Limerick	439	-19%	247	62	75	25	30
Western Region	988	-24%	596	115	213	33	31
Clare	219	-40%	149	17	46	7	0
Galway	485	-17%	290	55	102	16	22
Mayo	142	-24%	79	21	36	3	3
Roscommon/Longford	142	-18%	78	22	29	7	6
Outside Jurisdiction	0	---	0	0	0	0	0
Grand Total	8,561	-19%	4,754	1,249	1,526	421	611

Children Receiving Informal/Formal Cautions

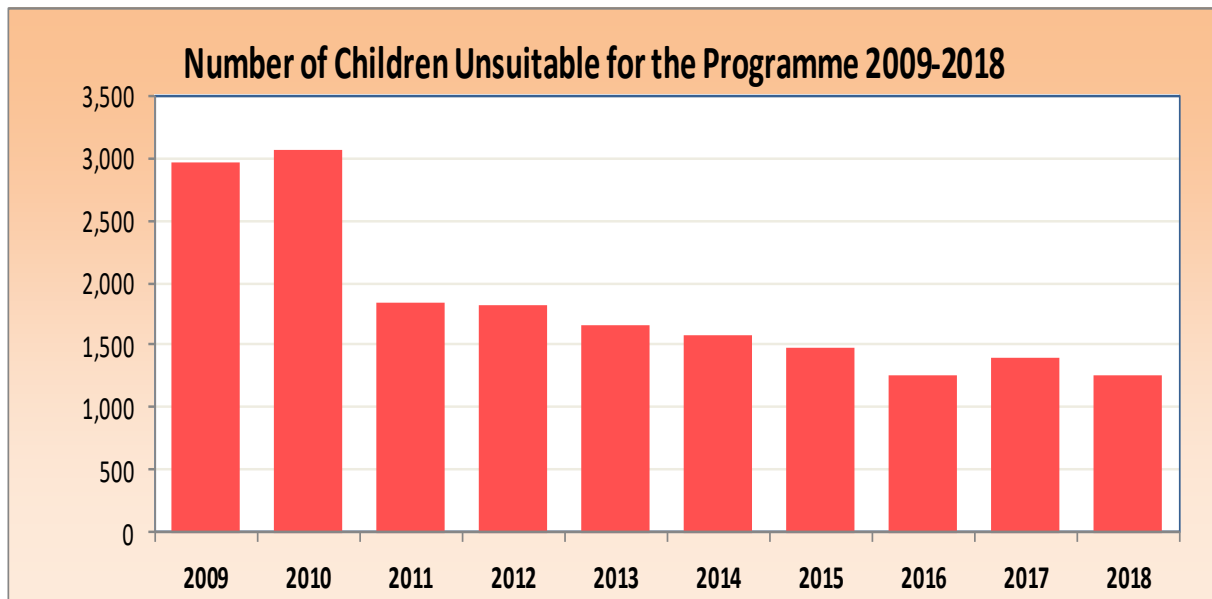


- There were 6,280 children who received Formal or Informal cautions in 2018 which is down 22% on the 2017 total – based on most recent referral received.
- 67% are male and 33% female.

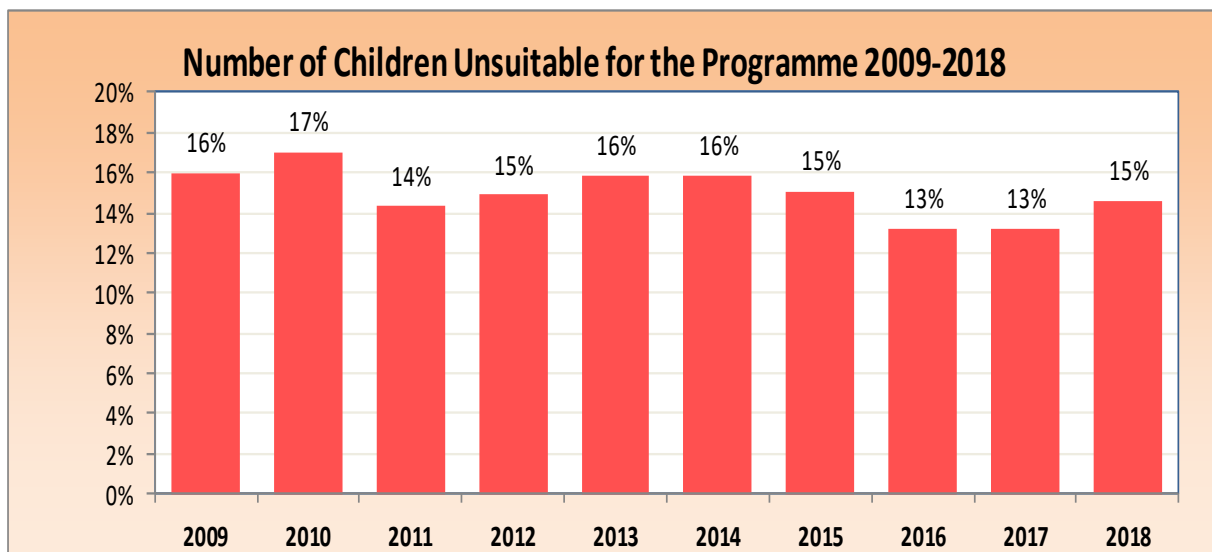


- 73% of children who received a caution were deemed suitable for inclusion on the Programme with 76% receiving an Informal Caution and 24% a Formal Caution - based on most recent referral received.

Children deemed unsuitable for the Programme

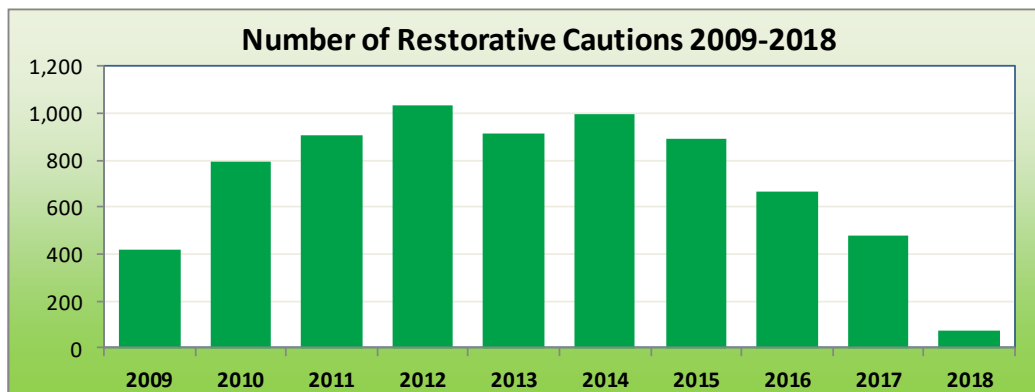


- There was a total of 1,249 children deemed Unsuitable for the Programme in 2018 down 11% on the 2017 total of 1,402 - based on most recent referral received.
- 82% are male and 18% are female.



- Proportion of children deemed Unsuitable for the Programme was 15% in 2018, which is higher than the proportion recorded in 2017.

Restorative Cautions



- There were 72 Restorative Cautions in 2018, down 405 from the 477 Restorative Cautions in 2017 a reduction of 85%.

Restorative Cautions by Area

Division	2018	%Change	2017	2016	2015	2014
Dublin Region	20	-86%	144	130	237	278
D.M.R. Eastern	0	-100%	2	4	19	27
D.M.R. North Central	8	-85%	53	10	8	17
D.M.R. Northern	0	-100%	48	57	86	136
D.M.R. South Central	0	-100%	9	6	21	18
D.M.R. Southern	0	-100%	3	0	27	11
D.M.R. Western	12	-59%	29	53	76	69
Eastern Region	2	-96%	54	143	90	116
Kildare	0	-100%	2	7	16	19
Laois/Offaly	1	-93%	15	65	17	21
Meath	1	-95%	21	35	19	41
Westmeath	0	-100%	6	29	31	27
Wicklow	0	-100%	10	7	7	8
Northern Region	19	-77%	81	145	145	162
Cavan/Monaghan	10	-50%	20	28	16	32
Donegal	7	-77%	31	50	64	69
Louth	2	-92%	24	64	33	53
Sligo/Leitrim	0	-100%	6	3	32	8
South Eastern Region	2	-92%	26	38	106	108
Kilkenny/Carlow	0	-100%	4	0	21	17
Tipperary	1	-93%	14	13	55	49
Waterford	0	-100%	1	11	15	26
Wexford	1	-86%	7	14	15	16
Southern Region	28	-78%	130	147	260	272
Cork City	11	-67%	33	42	69	51
Cork North	0	-100%	50	45	79	65
Cork West	0	-100%	18	19	36	20
Kerry	12	-33%	18	19	38	46
Limerick	5	-55%	11	22	38	90
Western Region	1	-98%	41	58	35	57
Clare	0	-100%	9	24	9	13
Galway	0	-100%	16	9	14	35
Mayo	0	-100%	14	22	5	5
Roscommon/Longford	1	-50%	2	3	7	4
Others	1	+0%	1	6	18	0
Grand Total	72	-85%	477	667	891	993

Offence Types

Offence Group / Offence Type	2018	% of Total	% Change	2017	% Detected Offences linked to U18 in 2018*
Theft and Related Offences	5,169	31.3%	-15%	6,099	24%
Theft from shop	3,622	22.0%	-14%	4,226	25%
Theft Other	469	2.8%	-7%	503	15%
Theft/Unauthorised Taking (Pedal Cycle)	193	1.2%	-42%	334	51%
Handling Stolen Property	196	1.2%	-23%	256	14%
Unauthorised Taking (Vehicle)	245	1.5%	-18%	298	45%
Theft from vehicle	299	1.8%	-5%	314	33%
Theft from person	106	0.6%	+22%	87	21%
Interfering with Mechanism of MPV	38	0.2%	-53%	81	17%
Public Order & Social Code Offences	3,473	21.1%	-21%	4,375	14%
Public order offences	1,763	10.7%	-21%	2,237	12%
Drunkenness offences	859	5.2%	+17%	737	11%
Trespass Offences	594	3.6%	-37%	946	55%
Purchase/Consume Alcohol U18	135	0.8%	-46%	250	---
Begging	14	0.1%	-59%	34	1%
Collect money no permit	20	0.1%	-56%	45	50%
Affray/Riot/Violent Disorder	76	0.5%	-20%	95	100%
Damage to Property & Environment	1,335	8.1%	-32%	1,972	32%
Criminal damage (not arson)	1,199	7.3%	-33%	1,794	31%
Arson	130	0.8%	-26%	176	75%
Litter offences	6	0.0%	+200%	2	23%
Assault, Murder Attempt/Threat, Harrassment	1,568	9.5%	-10%	1,750	28%
Minor assault	1,022	6.2%	-14%	1,185	30%
Assault causing harm	416	2.5%	-7%	447	28%
Assault/Obstruct/Resist Arrest - Peace Officer	63	0.4%	+40%	45	18%
Threats to Kill/Cause Serious Harm	28	0.2%	+4%	27	10%
Harrassment	20	0.1%	-29%	28	32%
Burglary and Related Offences	736	4.5%	-26%	992	28%
Burglary (not aggravated)	637	3.9%	-25%	849	29%
Possess article (burgle, steal, demand)	79	0.5%	-31%	114	23%
Aggravated burglary	20	0.1%	-31%	29	32%
Controlled Drug Offences	1,422	8.6%	-1%	1,442	10%
Possess drugs for personal use	1,104	6.7%	+0%	1,101	10%
Possess drugs for sale or supply	274	1.7%	-4%	286	11%
Obstruction under Drugs Act	41	0.2%	-24%	54	9%
Cultivation or manufacture of drugs	3	0.0%	+200%	1	3%
Road and Traffic Offences (NEC)	682	4.1%	-41%	1,151	1%
General Road offences	337	2.0%	-47%	630	1%
License/Insurance/Tax	276	1.7%	-34%	421	1%
Dangerous or Negligent Acts	455	2.8%	+13%	401	2%
Dangerous/Careless driving	299	1.8%	+12%	268	6%
Speeding	55	0.3%	-14%	64	0%
Driving/In charge over legal alcohol limit	36	0.2%	+13%	32	1%
Endangering traffic offences	50	0.3%	+108%	24	44%
Drugs - Driving offences	2	0.0%	-50%	4	1%
Weapons and Explosives Offences	396	2.4%	-24%	521	21%
Possess offensive weapons (not firearms)	319	1.9%	-20%	399	18%
Fireworks offences (for sale, igniting etc.)	49	0.3%	-44%	87	92%
Possession of Firearms	24	0.1%	-11%	27	30%
Robbery, Extortion and Hijacking Offences	267	1.6%	-8%	290	49%
Robbery from the person	224	1.4%	-10%	249	79%
Robbery of an Establishment / Institution	30	0.2%	-6%	32	13%
Hijacking Unlawful Seizure of vehicle	13	0.1%	+44%	9	50%
Off. against Government, Justice, Organised Crime	152	0.9%	-50%	306	2%
Breach of bail	116	0.7%	-55%	256	2%
Sexual Offences	571	3.5%	+43%	400	69%
Sexual assault (not aggravated)	276	1.7%	+23%	224	43%
Child Pornography	62	0.4%	+5%	59	57%
Rape of a male or female	203	1.2%	+178%	73	27%
Criminal Law (Sexual Offences) Act 2006	26	0.2%	-32%	38	55%
Fraud, Deception and Related Offences	221	1.3%	-11%	247	13%
Offences Not Elsewhere Classified (NEC)	28	0.2%	-38%	45	6%
Kidnapping and Related Offences	12	0.1%	+33%	9	32%
Homicide Offences	4	0.0%	+0%	4	9%
Murder/Manslaughter	4	0.0%	+33%	3	14%
Dangerous Driving causing Death	0	0.0%	-100%	1	0%
All Offences	16,491	100.0%	-18%	20,006	9.1%

*Proportion of Youth Offences to overall offences in 2018

* Only most common Offence Types listed

** % may not total 100% due to rounding errors

APPENDIX B: YOUTH DIVERSION PROJECTS NATIONWIDE MAP



