

Achieving Justice for Children

A review of innovative data initiatives around the world

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Executive summary



Safeguarding children who come into contact with the law – whether as victims, offenders, witnesses or parties in court proceedings – is a vital component of a healthy, well-functioning child protection system. But how do we effectively monitor and evaluate the impact of justice policies and procedures related to children? Administrative records and reporting offer government officials and institutions the tools to do so, keeping track of how children are being treated by the system and the circumstances pertaining to these children’s situations.

Without these important data, children may needlessly suffer in the justice system. Children in conflict with the law may face long periods deprived of liberty, separation from their families, and sentences that do not take into account their welfare and rights. The lack of procedures explicitly adapted to the needs of children, their age and maturity, cause further traumatization of children appearing in court proceedings. Poorly maintained records and incomplete reporting can also expose them to danger. When crime reporting is so weak that prosecutors do not have sufficient information to move a case forward, when registry safeguards do not ensure that perpetrators stay away from areas where children congregate, or when a child must repeatedly describe and relive a trauma because of poor



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record-keeping, children pay the price. And perpetrators are offered the chance to act with impunity.

Learning from five countries

To support governments and other stakeholders to strengthen the collection and use of records and reports on children in contact with the law and improve monitoring and evaluation, UNICEF's Data and Analytics Section in collaboration with four country offices examined specific scenarios in Uruguay, Montenegro, the United Republic of Tanzania and Jordan. The same review was also done in Canada, in consultation with the Canadian Centre for Justice and Community Safety Statistics (CCJCSS) at Statistics Canada, the Department of Justice and the Centre for Surveillance and Applied Research at the Public Health Agency of Canada. Visits to each of the five countries aimed to deepen understanding of gaps in the systems while also extracting good practices. The analysis yielded on-the-ground, real-life examples of child justice systems at work in a variety of cultural and socioeconomic contexts, providing insight into what works and what does not.

Uruguay: A multi-stakeholder governance structure

In Uruguay, the Supreme Court of Justice, the National Prosecutor's Office, the Ministry of the Interior, the National

Institute for Adolescents' Social Inclusion, and UNICEF – the country's key juvenile justice stakeholders – signed an inter-institutional agreement in April 2018 to create a unique national information system. This system standardizes data categories and codes as well as defines roles and responsibilities in data collection and processing for each institution. Since the agreement, each of the signatory institutions has been collecting and processing a set of 34 indicators that provide information on adolescents who come into conflict with the law as per the country's regulatory framework. Each institution is responsible for specific indicators and – using a manual developed to implement the agreement – has clear instructions regarding definitions and codes. The signatories have committed to providing annual updates to UNICEF with the information collected and processed. This provides a model of an inter-institutional data governance structure that ensures consistent definitions and stratification across various stakeholders, and limits duplication in reporting.

Montenegro: Data linkages, integration and interoperability

Montenegro presents a good example of a country making progress to develop links among different database systems. To implement justice system reform, each sector

that provides services to children who come into contact with the law is improving its information and communication technology (ICT) systems and, where possible, making its databases interoperable with those of other institutions. For example, the Judicial Information System currently being developed will be able to include indicators related to all children in criminal, civil and administrative proceedings and exchange information with the Institute for the Execution of Criminal Sanctions (corrections) and the Supreme State Prosecution's Office. The new domestic violence database is expected to enable seamless integration of police reporting and social welfare client services for victims of domestic violence, including children.

Canada: Building demand for data

The media can play an important role in creating demand for administrative data and may even stimulate changes in the way data are collected, and how. In Canada, the #MeToo movement brought to media attention the large number of sexual assaults classified as 'unfounded' by the police. This led to many police services across the country reviewing old cases, and determining that definitions were unclear and coding was inconsistent. With the CCJCSS, the police services collectively came up with a single definition to be used nationwide. The police services committed to collecting data and reporting on unfounded cases within the Uniform Crime Reporting Survey. This is an example of the impact media can have in drawing attention to a data gap and, as a result, bring about needed change to address it. Additionally, the CCJCSS' flagship publication, *Juristat*, was viewed/downloaded more than 1.7 million times in 2018–2019, demonstrating the demand from Canadians for information on crime and victimization – including reports looking at children and youth.

Tanzania: Improving infrastructure and data management tools

The Judiciary of Tanzania provides a good example of efforts to improve infrastructure and tools through its Judicial Statistics Dashboard System (JSDS), a web-based, electronic filing and database system hosted by the government intranet. It allows for charge sheets and complaints to be uploaded. It also recently began to accept e-filings from advocates and electronic payment for court filing. It functions not only as an electronic system for registering and coordinating cases but

also as a judgment database. The dashboard further serves as a case management system and has the ability to send SMS summonses and reminders to all concerned parties. The system allows for easy generation of statistics based on a number of different variables, such as sex, age, offence or issue, legal aid provider, case disposition, and sentence, if appropriate. For example, a report could be generated on the total number, by region, of females younger than 18 accused of theft who are found guilty and what proportion are sentenced to probation, community service, educational centres or custodial sentences.

However, access to the electronic system is not consistent across the country, with most primary courts unable to access the system due to varying infrastructure capacities. Additionally, most primary courts are located in remote rural areas without reliable electricity and internet services. The judiciary, together with other sectors, is in the process of modernizing court infrastructure to facilitate the availability of electricity and the internet, which will expand use of the JSDS. This will improve national-level statistics by incorporating important data on children's access to justice from the outlying regions.

Jordan: Investments and sustainability

The Family Violence Tracking System, hosted by the National Information Technology Centre in Amman, Jordan, is built on the Primero platform and is similar to the Child Protection Information Management System primarily used within the humanitarian context in the country. It is an electronic tracking system and case management tool for child protection and gender-based violence cases with a user interface in Arabic. The groundwork for expansion to additional governorates has been completed, with the expectation that it will be implemented nationwide as a case management system.

Ultimately, the aim is to include data on children in conflict with the law. The system currently links police, registered medical professionals, social welfare workers, education providers, psychosocial services, shelters and care institutions and other stakeholders in a single database. It was developed from open source software and – in addition to language – data classification, collection and processing have been adapted to the Jordan context and regulatory framework. In-country design of the database reduced costs since licencing fees did not have to be paid and upgrades/changes

do not require permission or support from the licence holder. Moreover, the system is agile in that revisions can be made if legislation changes or if new technology becomes available – an example of a smart ICT investment that supports system longevity.

Conclusion

Many government agencies have limited resources to carry out their core mandates related to justice or providing services to children, and even more limited resources to build or improve data management systems for research and statistical purposes. Other agencies may be data rich, but information poor, owing to the low prioritization of improving information systems and the limited use of administrative data.

Strategic investments like those presented here improve the availability, quality and use of administrative data on justice for children, while also demonstrating the country-level potential to take definitive steps towards strengthening the judicial system – and thereby fulfilling the rights of every child who comes into contact with the law.





Overview

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Children come into contact with the justice system as victims, witnesses, offenders, or parties to a civil or administrative justice process, such as alternative care arrangements or asylum hearings, respectively. When children encounter the justice system, they are entitled to specialized procedures that give primary consideration to their protection and are consistent with the United Nations Convention on the Rights of the Child and other national, regional and international standards, guidelines and rules. Yet many justice systems do not have child-sensitive procedures due to a lack of resources, an absence of political will and/or a dearth of services to support children seeking justice. For example, while detention should be used only as a measure of last resort and for the shortest possible time, children suspected or accused of committing an offence are often detained. Children in need of protection, such as those living and working in the streets, may be treated as criminals instead of the vulnerable children they are. In many justice systems, child participation in proceedings is a rarity, and children are frequently not provided with legal assistance and representation when they are parties to a hearing. Many countries with robust traditional or customary justice mechanisms handle most cases involving children through these processes, although there are no guarantees that the best interest of the child will be considered in determinations and decision-making.

When the government officials and institutions that interact with children in the justice system have insufficient information about the functioning of the system and the profile of the children who come into contact with it, it is impossible for them to effectively monitor and evaluate the

impact of justice policies and procedures related to children. This may result in children in conflict with the law spending long periods deprived of liberty or being sentenced to measures inappropriate for their welfare. For child victims, abuse, violence and exploitation could occur with impunity, as could a child's retraumatization, if she or he is forced to describe an event over and over, or if poorly maintained records expose children to convicted predators. A failure to reliably and uniformly record, manage, retain and analyse data cannot ensure adequate protection for children who interact with the justice system, and cannot hold accountable the individuals and institutions responsible for protecting them.

The ability to monitor and evaluate progress on justice for children depends on data being collected on indicators relevant to children's encounters and experiences with the justice system. While some of these data can be gathered through surveys and questionnaires directed at children who have been in contact with the law and their families, the bulk of this information is found in pre-existing administrative databases.

Administrative data are defined as "data collected by state agencies and primarily used for record-keeping and case management; monitoring and evaluating program performance; and ensuring agency accountability".¹ Among other purposes, administrative data can be used to produce statistics to inform policymaking (juvenile crime rates, for example), track the flow of goods or people across jurisdictions (migration flows, for example), administer benefits such as welfare payments or services for the reintegration of young offenders, bill customers for services rendered, and plan or budget for projects.

There are two main uses of administrative data:

Administrative use: This is use by the organizations that produce them. Data may be used to pursue organizations' activities, help managers make informed decisions or monitor performance.

External use: The state acquires administrative data to assist in policymaking, and for monitoring and regulating organizations' activities. Moreover, administrative data may be distributed to academics, research bodies, public bodies and the general public. Administrative data are supplied to national and international public statistical institutions that need them for the production of statistics.

In countries with well-developed and functional administrative data management systems, as in most, but not all, upper-middle-income and high-income countries, administrative records can be a good source of data for research, monitoring programmes, evaluating performance

and compiling statistics. Administrative data can be an effective complement to large-scale data collection efforts such as household surveys, and offer the advantage of being collected on a routine basis and continually updated, in most countries.

Yet many government agencies are data rich, but information poor, owing to the low prioritization of improving information systems, and the limited use of administrative data for monitoring and research. Rarely do these agencies publish data about their performance, resulting in a missed opportunity to improve programming and services, or to recognize agencies for excellent performance.

The principal sources of administrative data on justice for children can be found in the three sectors with which children interact when they come into contact with the law: as victims or witnesses to criminal acts, when they are alleged to have committed a crime, and when they are parties to family, other civil or administrative disputes (Figure 1).

FIGURE 1.

Common administrative data sources for children in contact with the justice system





Purpose and scope

The purpose of this study is to examine sources of administrative data on justice for children, including children who are victims, witnesses or both, children in conflict with the law, and children affected by or who are party to civil and administrative justice processes. Child protection hearings that are the responsibility of social welfare or family services, and conducted outside of the justice system, are not assessed in this report.

The study aims to support the strengthening and improvement of administrative data to provide useful analysis, reporting and monitoring of justice for children. The study involves in-depth country assessments to identify the various sources of administrative data available on justice for children, evaluate the strengths and weaknesses of these sources, and recommend how to build on existing resources and improve the quality and use of administrative data relevant for children in contact with the justice system. Data systems, flows, management and sharing are investigated to identify good practices and areas for improvement in each country. Ultimately, the results enabled the development of recommendations on how to improve administrative data on justice for children.

Methodology

To meet these objectives, several elements of administrative data systems were reviewed, examining constraints and opportunities in each of these at the country level as well as more generally. The elements included:

- Types of data collected
- Instruments used to collect these data, including legislative parameters and quality control
- Data system flows, including systems, methods and feedback mechanisms
- Data integration, inter-agency sharing and use
- Data infrastructure and resources
- Data use and dissemination.

The study is composed of the following activities:

- Desk review
- Consultations with key stakeholders from other United Nations entities and child justice organizations
- Country visits and data gathering.

Statistical reports from a few countries, both those included in the country case studies and others selected as good models, were examined, along with evaluations of the state



of justice for children, where these existed, to derive lessons learned and good practices.

Key indicators on justice for children, especially those developed by UNICEF and the United Nations Office on Drugs and Crime (UNODC) in 2006,² were reviewed, along with guidelines for developing indicators for administrative data.

Case studies included countries with evidence of some recent investments in administrative data or that had at least developed some strategies, best practices or lessons that could be shared with others. An attempt was made to ensure geographical and regional diversity across participating countries. It was decided that a high-income country should also be included for comparison, with the expectation that it might provide a model for administrative data in this area. As such, Canada was incorporated into the study, and data collection was undertaken through desk research and a workshop with key stakeholders. The Canada study was not comprehensive since the country is very large and has multiple jurisdictions responsible for child justice. A comprehensive approach would have required a lengthy and costly country tour, which was not feasible for this study.

As a result, the Canada study is largely focused on national production and analysis of administrative data on justice for children, with gaps in certain areas of child protection that are the responsibilities of provinces, territories and municipalities or other jurisdictions.

It should be noted that the study was undertaken in 2019 and reflects the situation at the time of the research, which may be different from the current state of administrative data systems. While countries may have introduced changes, the key findings and recommendations of the study remain valid.

The report includes the following main components:

- Identification of a standard set of proposed core indicators on justice for children
- Identification of good practices/lessons learned for strengthening national administrative data systems, drawing on country case studies
- Guidance and concrete strategies to strengthen administrative data systems on justice for children in accordance with existing country capacity, encompassing processes, mechanisms/partnerships and resources.

Proposed minimum indicators



Choices have to be made about key indicators to monitor justice for children. Such choices are linked to the availability of data, the level of resources that can be dedicated and the purpose to be served. It is important to remember that indicators on justice for children based on administrative data cannot answer every question, nor will they ever address all information needs. Their value in terms of causal analysis tends to be limited. Administrative data should not replace a regular impact evaluation or assessment of the justice system. As new laws and norms are introduced, it is fully expected that data captured in administrative systems will need to be adapted. As an example, in Canada, the term 'gender' is used instead of 'sex' in disaggregation of data in order to capture societal constructions of gender identity as they evolve. Finally, a balance is needed to ensure that data collection is not so great a burden that it cancels out any benefit from enhanced performance and accountability.

Table 1 proposes a minimum set of indicators on justice for children for routine data collection and monitoring of progress. This set could be appropriately adapted to particular

circumstances in each country. For example, countries with legislation requiring that children in conflict with the law are provided with legal representation/aid during arrest and court processes should be able to easily track whether these children have been provided representation, and hence, whether they were able to participate throughout justice processes either directly or through their representative. In countries where direct child participation is not the norm, it is possible that child victims, for example, will have their perspectives represented through parents or guardians. The indicator will need to be adjusted accordingly. Indicators can be both implemented and measured incrementally as the institutional capacity to measure them strengthens.

The proposed minimum set of indicators emerged from a thorough process of reviewing existing indicator templates and fully exploring how to measure key principles of justice for children. An overview of existing core indicators in the area of justice for children is found in Annex 2. The 2006 UNICEF/UNODC *Manual for the Measurement of Juvenile Justice Indicators* provided a baseline. These indicators



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allow the comparison of criminal justice agencies and institutions in relation to their compliance with child rights and other international standards. While these indicators are instructive for children in conflict with the law, they do not address the rights and protection of children who are victims and/or witnesses, nor were they intended to do so since they were developed for juvenile justice at a time when there was a gap in evaluating systems in this area. They also do not consider the rights of children who may be parties to civil and administrative justice proceedings, such as child custody, maintenance and access, as well as inheritance/succession disputes, asylum hearings and other judicial processes that affect the lives of children.

Additional sources of indicators developed by UNICEF regional and country offices, such as those in the Latin America and Caribbean region, Montenegro and Uruguay, as well as the TransMonEE (Transformative Monitoring for Enhanced Equity) 2016 'Country Analytical Reports' on children in contact with the justice system, were examined to build a complete set of indicators. Other sources that

helped round out the indicator selection included the Vera Institute of Justice, the United Nations Office of the High Commissioner on Human Rights, the Department of Peacekeeping Operations, UNODC, and the 2006 UNICEF *Guidelines on the Protection of Child Victims of Trafficking*. Comparative data and indicator selection on children's rights in civil and administrative proceedings were located within the European Union's Open Data Portal.

Based on these sources and the experiences of the countries included in this study, a core set of indicators was developed for administrative datasets on justice for children, as shown in Table 1. Disaggregation was not comprehensive in any country studied, although most stakeholders were interested in improving the stratification of data on justice for children. Each country is likely to have at least one, and possibly multiple, stakeholders that collect information on the various indicators.

Table 1 proposes 18 minimum indicators separated under five different dimensions:

- **Children in conflict with the law**
- **Diversion and alternative measures**
- **Children in detention**
- **Crimes against children**
- **Family/civil law cases.**

In all cases where information is tracked about children, adequate geographic, temporal and demographic data must be captured, with disaggregation for sex, age, ethnicity and/or religion, geographic region and any other key characteristics differentiating children. Data must be disaggregated to measure participation and non-discrimination goals; provide evidence of trends in offending and victimization; establish risks for offending or vulnerability to victimization; and identify issues linked to gender, ethnicity and/or age.

TABLE 1.
Proposed minimum indicators on justice for children

No.	Indicator
1	Number of children detained by the police during the year
2	Number of criminal proceedings initiated against children during the year
3	Number of children in criminal proceedings with legal representation
4	Number of children provided with police informal diversion, such as a caution, warning, informal settlement
5	Number of children sentenced receiving a custodial sentence
6	Number of children sentenced with alternative measures
7	Number of children who enter pre-trial diversion
8	Number of children in pre-trial detention
9	Number of children in detention after sentencing during the year
10	Duration of detention: a) pre-sentence and b) post-sentence
11	Number of child deaths in detention during the year
12	Number of cases of crimes against children registered by the police during the year
13	Number of registered crimes against children brought to trial during the year
14	Number of criminal convictions during the year in which the victim was a child
15	Number of child victims or witnesses provided with medical, psychological, social or other assistance in recovery during the year
16	Number of child victims or witnesses of crime provided legal representation during the year
17	Number of family/civil court cases involving children decided during the year
18	Number of family/civil court cases involving children decided during the year in which the child or children concerned were heard, either directly or through a representative.



Summaries of country studies



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The case study component of this administrative data review included missions to Jordan, Montenegro, Tanzania and Uruguay, and a workshop and desk research in Canada. For all countries but Canada, missions involved meeting with key stakeholders who collect, collate, analyse, report on and disseminate administrative data on justice for children. This enabled a deeper study of the issues related to these data, as well as the extraction of good practices and gaps for cross-country comparison. While the Canada study was unable to consider all provinces and territories, good information was collected regarding nationally reported statistics on justice for children. Summaries of the country findings are available as supplementary annexes upon request.

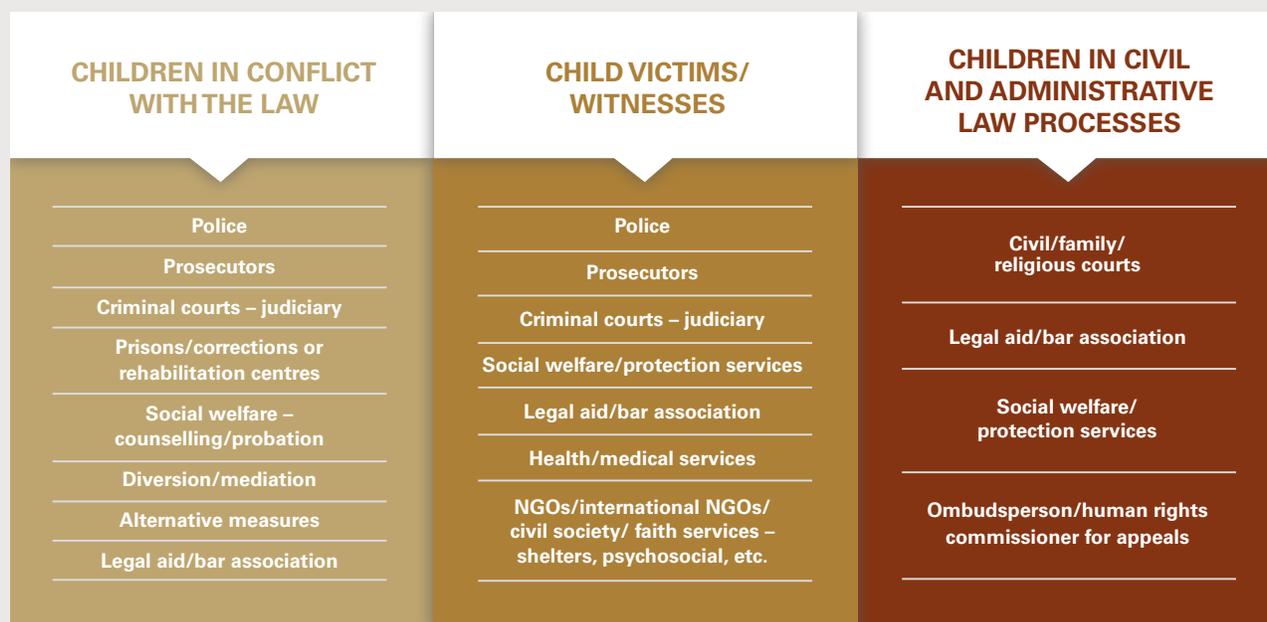
Objectives of the missions

1. Identify the various available sources of official administrative data on justice for children, and assess strengths and weaknesses, including those related to:
 - Data collection and reporting processes
 - Quality assurance of data
 - Data flow and feedback practices
 - Data dissemination and use
2. Draw upon existing resources and guidance on how to use, improve and strengthen administrative data on justice for children.
3. With stakeholders, test the draft minimum indicators on justice for children to determine their suitability and viability.

Sources of administrative data

The primary sources of administrative data in the countries studied are the key government ministries and agencies responsible for protecting children who come into contact with the justice system, including the judiciary/courts, prosecutors, police and social welfare officers. The last provide support and care to child victims, and supervise juvenile offenders in educational or correctional institutions or alternative arrangements.

Figure 2 slightly adapts Figure 1 to show the main sources of administrative data on justice for children identified from the country studies. While all countries studied had a legislative and/or policy framework to use diversion or sentence a juvenile offender to alternative measures, in most countries, implementation was not complete. The result is limited data collection on programming in this area. The usual data administrators for diversion or alternative measures, such as social welfare departments, community programmes, non-governmental organizations (NGOs) and other institutions, did not have data available. There were no data available from traditional or customary justice stakeholders, who are often involved in resolving disputes involving children, either as victims or offenders. Since these are informal actors outside of state controls, there are no obligations for them to produce statistical or narrative data on justice for children.

FIGURE 2.**Primary sources of administrative data on justice for children in countries visited**

Legal and normative frameworks for data and statistics on justice for children

All countries studied have fairly robust legislation on child rights and protection, and juvenile justice. All have ‘domesticated’ the Convention on the Rights of the Child, although not necessarily through a single piece of legislation. This legal framework is important to support definitions and indicators on justice for children that are found in administrative databases.

The development of up-to-date child justice indicators may have fallen behind in Montenegro, although this is being rectified with the ongoing reform of the Judicial Information System. Jordan and Uruguay offer limited legislative or policy protection for children involved in family or civil disputes. It is difficult to comprehensively assess implementation in Canada because much of the legislation and policy is under provincial jurisdiction, and instruments vary from province to province. That said, similar data from the provincial and territorial police, corrections and criminal courts (for the most part) are collected and reported on nationally at the CCJCSS at Statistics Canada. Each province/territory also maintains

its own statistics, presumably in a format designated by its own legislation. Outside the criminal justice system, data on children accessing victim services are difficult to come by, and inconsistencies in which provinces/territories report on family and civil law cases involving children make it challenging to produce national statistics.

As a consequence of legislative gaps, data collection is very limited in civil and family law cases when children are involved, although Tanzania has just issued its Judicial Practice and Procedure Rule for cases involving vulnerable groups.³ The rule directs the judiciary to oversee the provision of free legal aid services to children in civil and family cases. As a result, the Judicial Information System should begin to collect data on children provided with this protection.

While legislative and regulatory frameworks are generally good, data forms and registries do not always keep up and must be updated to reflect the new standards (Table 2). In Jordan and Tanzania, the police units responsible for children in contact with the law have been issued new registries to fill out for these cases, but there is sometimes a time lag in adapting the forms to reflect new laws.

TABLE 2.
Legal and normative frameworks on justice for children

Legislation/policy area	Montenegro	Uruguay	Tanzania	Jordan	Canada
Convention on the Rights of the Child ratified	Yes	Yes	Yes	Yes	Yes
Specialized procedures for juveniles in conflict with the law (police, prosecution, judiciary, social welfare)	Yes	Yes	Yes	Yes	Yes
Child-friendly court procedures (for victims, witnesses and children in conflict with the law)	Yes	Yes	Yes	Yes	Yes
Provisions for the protection of vulnerable children and children at risk	Yes	Yes	Yes	Yes	Yes
Provision of legal representation/aid to children in conflict with the law	Yes	Yes	Yes	Yes	Provincial jurisdiction – legal aid available to youth
Provision of legal representation/aid to child victims and witnesses	Yes	Yes	Yes	Yes	Yes, criminal courts only
Participation of children involved in civil or family disputes	Yes	Yes – through legal aid	Through guardian and legal aid (best interests)	No	Provincial jurisdiction – through counsel, judiciary or guardian <i>ad litem</i>
National policy or action plans on elements of justice for children	Yes	No	Yes	Yes	Yes, on violence against children
Provisions for data capture and reporting for child victims/witnesses	Unknown	Unknown	Yes	Yes	Yes
Provisions for data capture and reporting for children in conflict with the law	Yes	Yes	Yes	Yes	Yes
Provisions for data capture and reporting for children involved in family/civil disputes	No	No	Yes – only for sharia courts	No	Yes

Another challenge is that legislation and regulations have not always been fully implemented. For example, despite provisions for diversion and alternative measures, programming in these areas was relatively weak in all countries, with the exception of police diversion (known as settlement) in Jordan, and in all provinces/territories of Canada. In many of the countries, non-custodial educational and rehabilitation centres for juveniles appeared to provide the same conditions as in custodial centres, with little innovation in programming. As a result, there is very limited data capture in any of the countries, except in Canada, where alternative measures are broken down by type and by their impact on future offending. Even in Canada, where these services are provided by community-based programmes outside government institutions, it is challenging to ensure consistency in what is reported. These data are usually only available at the level of a province or territory.

National policies and governance frameworks for administrative data on justice for children

All countries, with the exception of Uruguay, have current national action plans/strategies on addressing violence against children. Developing juvenile justice legislation and policy has been a priority, and all countries had action plans or national strategies on juvenile justice that were coordinated by national, multi-stakeholder working groups. While some of these groups are still active, many have either disbanded, since implementation of new policies and legislation has been completed, or they have become inactive since resources were diverted to new priorities.

The prominence of the agenda to address violence against children reflects current international priorities. Many stakeholders involved in justice for children are key members of national working groups developing initiatives to address violence against children. While action plans can incorporate strategies to improve data collection and use, if any country plans have such strategies, they have not yet been implemented. Generally, data are not a strong focus of action plans and strategies in most countries.

Good coordination in implementing related policies and plans, particularly national action plans, requires the establishment of a national coordinating working group, since justice for children is a multi-institution responsibility. Canada, Jordan, Montenegro and Tanzania have coordinating groups that will, or do, participate in the implementation of national strategies related to the prevention and response to violence against children. These groups are a good entry point for multi-stakeholder planning to strengthen routine data collection on justice for children, even when their focus is specific to addressing violence against children. Tanzania is also developing its second strategy for progressive child

justice reform that will be spearheaded by a child justice working group. Such groups can play an important role in encouraging and facilitating an administrative data structure for their strategies/plans. Uruguay has a juvenile justice working group that actively promotes the data collection and reporting framework it has established in this area. In Canada, the CCJCSS coordinates and works with partners to implement the governance framework on justice statistics. Canada's 2019 Road Map to End Violence against Children proposes a framework that includes a data and monitoring plan.⁴

Data infrastructure and resources

Almost all countries studied were working towards strengthening the administrative data infrastructure of at least one sector with responsibility for justice for children (Table 3). Often more than one sector, such as the police or the judiciary, was targeted. Database improvements largely focused on moving stakeholders from paper-based registries to computerized systems.

ICT improvements

An enabling environment for administrative data reform and strengthening requires the right technology, including computerized systems, reliable electricity grids, high levels of database coordination among the different institutions involved in justice for children, and people with strong technical and statistical capacities.

On the whole, the country visits demonstrated that ICT infrastructure has improved, although more progress needs to be made outside of high-income countries. Human statistical capacities have also improved significantly, although with room to enhance the analytical capacity of those working in statistical units or departments.

The most functional technologies identified were electronic, intranet, or web- or cloud-based platforms that use business intelligence software to automatically generate graphic reports on key performance indicators. Canada has an effective ICT system connecting all federal, provincial and territorial partners, except 30 police stations in remote areas that send data by paper. The system is hooked to those at the CCJCSS, the data facility responsible for cleaning, extracting, collating and reporting on criminal justice and justice administration data.

In Uruguay, an intranet-based platform is used by the police and public prosecutors. The judicial service is also undergoing an upgrade to its electronic database system. The judiciary reports fairly comprehensively on adolescents involved in the courts. Its new database will enhance that

capacity, mostly by automating statistical compilation but also by opening up the possibility of incorporating other indicators and themes as the need arises. It is hoped that this new record-keeping database will contribute to assessments of the quality and efficiency of systems of justice for adolescents.

The Judicial Statistics Dashboard System in Tanzania has the best functionality of all its justice sector systems. A web-based platform offering a relatively seamless case management system, it allows e-filing, multiple court actor access with authorizations, and the generation of statistical reports using business intelligence software to automatically prepare summaries.

The Social Welfare Information System in Montenegro (along with the Judicial Information System, once operational) is a web-based system with the capacity to auto-generate reports on statistical indicators. The government is increasing the overall efficiency of the judicial system by using ICT in its daily work to: improve judiciary management with comprehensive and reliable statistics; develop a paperless court; upgrade the existing judicial database to operate in courts, in the Institute for the Enforcement of Criminal Sanctions (prisons/corrections) and in the Ministry of Justice, and to be interoperable with the database of the State Prosecutor's Office; and incorporate misdemeanour courts into the new Judicial Information System. Additionally, an electronic, coordinated database will be developed between the Police Directorate and the Ministry of Labour and Social Welfare to record information on cases of domestic violence. This will enable police to quickly respond to victim complaints and safety concerns, while social welfare services can be seamlessly provided to victims as soon as police enter information about these cases.

The Government of Montenegro is developing key juvenile justice indicators for inclusion in appropriate stakeholder databases. The judiciary will have its own set of indicators, which it will incorporate into the new Judicial Information System. The system will have true case management functions and should, in the future, offer some interoperability with other systems and stakeholders necessary to the judiciary's work. For example, it is expected that expert witnesses will be provided temporary passwords to review specific cases in which they will testify.

Jordan's Family Violence Tracking System and Mizan 2 judicial case processing system are web-based platforms that automatically generate graphic reports on their key performance indicators through business intelligence software. The systems represent state-of-the-art statistical technology. The Jordanian judiciary has used Mizan and,

subsequently, Mizan 2, since 2005, and is planning an upgrade to Mizan 3. Mizan has improved judicial processing and information management by centralizing information in the database and allowing real-time tracking through a secure intranet connection. Case information is fully secured with multiple levels of different access, authority and visibility. Each user has distinct application data and some unique settings that allow him or her to input and access different types of information from a shared computer, depending on his/her authority. Mizan 2 also uses a dashboard business intelligence model, which visually tracks, analyses and displays key performance indicators and data points, such as length of trials, numbers of cases before the courts, types of cases, and so on. The new system is expected to allow new categories of data tracking, the uploading of external files relevant to court cases (video testimony, social enquiry reports, etc.) and other data-processing improvements, such as greater interoperability with other stakeholder institutions.

The new Family Violence Tracking System, an electronic tracking and case management tool, is being piloted in one governorate in Jordan. It will gradually be scaled up nationwide as a case management system for cases of violence against women and children. The system is currently covering child victims/witnesses of family violence and sexual abuse/exploitation. However, there are plans to have it cover all child protection cases, including children in conflict with the law. For case management, digital forms are provided to document case processing, from identification and registration to assessment, case planning, referrals and transfers, up to case closure. Users document family and sexual violence events and violations to provide timely information for tracking violence, including risk factors and violation patterns. A dashboard intelligence system visually tracks, analyses and displays key indicators and data points, automatically generating reports on key performance indicators.

Despite state-of-the-art database technology in all countries studied, it coexists with much less efficient paper-based record-keeping. Sometimes ICT databases were found in the capital city and regional offices, but not in local offices. In other cases, the database was electronic, but staff had not been adequately trained or were resistant to change, hindering the adoption of new policies and data innovation.

Platforms that use business intelligence software to generate reports can be designed to collect specific stratified indicators on justice for children. These can also be programmed to disaggregate data on a number of different levels, for example, to report on the prevalence of particular types of offences committed by boys aged 15 to 17 years

from a given region. The example can be stratified even further by ethnicity and education status if the data account for both of these variables. Another advantage of business intelligence systems is that they can produce national and subnational reports (from any region or district connected to the system) in real time, incorporating data as soon as they are input from a local office.

Maintenance and ICT support

In the countries visited, those responsible for developing and/or maintaining database systems in the justice or social welfare sectors generally possessed advanced information technology skills. Consequently, to establish and upgrade database systems should not necessarily require significant external capacity-building support. That said, staff responsible for the input, extraction and analysis of data at institutional levels did not always possess the skills and knowledge required to effectively carry out their work.

Staff skills and retention

Staff turnover does not seem to be a problem for any sector with the exception of the police, due to their system of regular transfer and promotion. This means that an officer may be transferred out of a statistics unit once trained, and not necessarily use his or her skills in the new position. Staff training in new computer databases should not be an issue in any country, outside of the need for adequate budgets to carry this out.

While human technological capacities have improved generally in the countries studied, this has not necessarily translated into better staff capacity to work with ICT databases. The exceptions are Canada and Uruguay. In these two countries, all stakeholders indicated that staff had received training in new database systems. Yet this did not appear to be sufficient for them to understand the importance and strategic value of data, or to have sufficient knowledge to analyse data for the maximum benefit of the institution and children. When staff perceived that electronic database systems only duplicated record-keeping that was already being done, there was little incentive to maintain an electronic database.

Sustainability and budgeting

Governance must include sustainable budgeting to support strong administrative data architecture and infrastructure. The governments of Canada and Uruguay allocate funds for administrative data systems in their national and institutional budgets, but the other countries rely on donor funding to support ICT database systems. Donor funding is not coordinated, and it is not unusual to find, for example, that one donor is funding the development of an electronic form to collect data on violence against children, while another donor is making investments to update the police criminal information system. The lack of coordination among donors has contributed to very poor interoperability among different database systems.



TABLE 3.
Data infrastructure and resources

Country	Data collection instrument used – paper register	Data collection instrument used – computers/phones	ICT support	Staff skills in data management
Canada	<ul style="list-style-type: none"> • 30 police stations in remote regions 	<ul style="list-style-type: none"> • CCJCSS • Courts/judiciary • Police • Child welfare/children’s aid societies (provinces) 	Excellent at national and provincial levels; due to remoteness of some territories, support may not always be available	Staff working on data systems have been well trained
Jordan	<ul style="list-style-type: none"> • Public Security Directorate – Family Protection Dept. (computerized system being piloted, but still reliant on paper); Juvenile Police (computerized system being piloted, but currently still using paper-based registries) • Social development/behaviour monitors located in the courts • Jordan Bar Association • National Centre for Human Rights/ Ombudsperson’s office 	<ul style="list-style-type: none"> • Courts/judiciary • Prosecution • Family Violence Tracking System • Social development/ custody (registration system), sharia courts (family, inheritance, child support, custody) 	Good at national level, not always available at local levels	Training has been provided for newer automated systems; further training will be required across most sectors with roll-outs of piloted systems
Montenegro	<ul style="list-style-type: none"> • Police • Protector of Human Rights and Freedoms/ Ombudsperson’s office 	<ul style="list-style-type: none"> • Prosecution • Professional services • Courts/judiciary • Social welfare 	Excellent at national level; staff can travel as country is small	Most sectors will require training in forthcoming and upgraded electronic databases
Tanzania	<ul style="list-style-type: none"> • Prosecution • Prisons 	<ul style="list-style-type: none"> • Courts/judiciary (also rely on paper files, especially in lower, remote courts) • Police (also use paper registry) • Ministry of Constitutional and Legal Affairs (forthcoming for legal aid database) • Tanganyika Law Society (legal aid database being replaced by the Ministry of Constitutional and Legal Affairs) • Social welfare (child protection, but also paper-based) 	Good at national level, not always available at local levels	Most sectors require training in both electronic and paper-based registries
Uruguay	<ul style="list-style-type: none"> • Corrections centres (half computerized) • Human Rights Commission/ Ombudsperson’s office 	<ul style="list-style-type: none"> • Police • Prosecution • Courts/judiciary • Social welfare 	Excellent at national level; staff can travel as country is small	All sectors well trained

Effectiveness of the database systems

This section looks at the objectives of databases and the capacity to produce statistics and reports as well as foster collaboration among key stakeholders.

Database coordination and interoperability/integration

The lack of data interoperability/integration, or the ability to view and exchange data across different institutional systems, is a widespread problem in the countries studied, with the exception of Canada in the criminal justice system, and the police and prosecution services in Uruguay. This issue is likely present in other regions and countries. Because sectoral ICT systems are often developed independently of one another at different times, no interoperability/integration was initially built into them. As mentioned above, a lack of coordination when developing or strengthening systems, particularly among members of the international donor community, exacerbates this problem.

Some countries studied have developed interoperability among select sectors. Uruguay, for example, used the intranet-based information system of the police to develop the database of the prosecution services. These two systems are completely integrated; data on complaints input by the police populate the database of the prosecution services. This situation is unique, however, since the public prosecution function was created in 2017 and the database in 2018, meaning there was no old system to convert, just a new one to create.

The Family Violence Tracking System hosted by the National Centre for Information with oversight from the National Council for Family Affairs in Jordan integrates data from the police, registered medical professionals, social welfare services, education providers, psychosocial services, shelters and care institutions, and other key stakeholders into a single platform, although each sector maintains its own databases. Different levels of authority are granted to users to allow access to various data for both input and extraction.

The Judicial Information System under development in Montenegro will be interoperable with other systems and stakeholders, such as the Institute for the Enforcement of Criminal Sanctions (prisons/corrections) and the State Prosecution's Office. It is expected that authorizations will be granted either temporarily, as in the case of an expert witness who requires a temporary password to review a specific case in which he or she is testifying, or more consistently, for example, in the case of a prosecutor who needs to access the database more freely. The new

Domestic Violence Database, once functional, will enable seamless integration of police reporting and social welfare client services for victims of domestic violence, including children. Both systems will be interoperable at the level of microdata.

The CCJCSS benefits from software that links its database platform to microdata from the police, courts and corrections system. Microdata are transferred automatically and securely into the centre's system. The centre continues to receive some aggregate data, especially from the police units not yet linked electronically to the system, but a significant shift has occurred over time. Forty-eight per cent of all data received in 2006 were microdata (52 per cent aggregate). By 2009, 98 per cent of all data transferred were microdata.⁵ Child maltreatment and victim services are not interoperable with either the centre's database or with one another.

In Tanzania, there is no interoperability among the electronic databases of the judiciary, police, law society and social welfare agencies. The Judicial Statistics Dashboard System has progressed furthest towards interoperability, insofar as it has multiple entry points for different users; however, none of these interactions apply yet to other key stakeholders.

Some software used in these countries was under licence and not inexpensive. For example, Mizan is a licenced American product that does not easily permit changes, so every time there is a need to update the software to reflect policy or legislative changes, technical support is required from the producer. This is a costly and cumbersome process that results in the judiciary not having control over its own database. On the other hand, the Child Protection Information Management System/Plus (CPIMS+), used by local and international humanitarian agencies in working with refugee populations in Jordan and Tanzania, is an open database platform that is free and adaptable to country specificities.

A precondition for developing interoperable systems seems to be a multi-institution task force or working group that can plan for data capture of certain indicators, designate responsibilities for reporting on each, and determine which data would be valuable or necessary to share across sectors.

Database functionality, storage and transmission

In all countries studied, the most functional data platforms are the electronic, intranet, or web- or cloud-based platforms that use business intelligence software to automatically generate reports on key performance indicators (Table 4). In Uruguay, the police and public prosecution use an intranet platform. The Judicial Statistics Dashboard System in Tanzania has the best functionality of all sectoral systems.



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As a web-based platform offering a relatively seamless case management system, it allows e-filing, multiple court actor access with authorizations, and statistical report generation using business intelligence software to automatically prepare these summaries. The Social Welfare Information System in Montenegro, along with the Judicial Information System, once operational, will be web-based systems with the capacity to auto-generate reports on statistical indicators. The Family Violence Tracking System in Jordan, along with the Mizan 2 judicial case processing system, are web-based platforms that automatically generate reports on key performance indicators through their business intelligence software.

All of the countries have highly functional systems that can process and display real-time data analyses once data are input from anywhere in the country. Transmission occurs from the moment of data entry, with the exception of Canada. Because the CCJCSS is not the primary collector

of data on justice for children, although it is responsible for reporting on the issue, it does not use real-time reporting or auto-generated dashboard reporting software. Instead, it cleans the data it receives and sends them back to the source for sign-off to ensure accuracy. Then it applies its template software to generate aggregate statistical reports, or it produces ad hoc research and policy reports that require data manipulation and programming by staff.

For other electronic systems that do not use intranet or web- or cloud-based platforms, data entered at a local station, court or office must be collated and transmitted up the levels of authority, such as to districts, then regions, then central offices. Most of these electronic databases use Excel spreadsheets to generate local reports that are then forwarded to regional or national institutions (Montenegro and Uruguay). The 30 police stations in Canada without electronic connections to the CCJCSS send their aggregate data on paper directly to the CCJCSS office.

TABLE 4.
Reporting processes by sector

Sector	System: only paper	System: mixed paper and electronic (not web-/cloud-based platform)	System: electronic (not web-/cloud-based platform)	System: electronic, web-/cloud-based platform
Police	<ul style="list-style-type: none"> Montenegro 	<ul style="list-style-type: none"> Jordan Tanzania 		<ul style="list-style-type: none"> Uruguay Canada (except 30 remote stations)
Judiciary		<ul style="list-style-type: none"> Montenegro (at present)⁶ Uruguay (at present)⁷ 	<ul style="list-style-type: none"> Jordan (sharia courts) 	<ul style="list-style-type: none"> Jordan (all other courts) Tanzania (paper files still kept for court) Canada
Prosecution⁸	<ul style="list-style-type: none"> Tanzania 	<ul style="list-style-type: none"> Montenegro (at present) 		<ul style="list-style-type: none"> Uruguay (paper files still kept for court) Jordan (paper files still kept for court)
Social welfare: child protection		<ul style="list-style-type: none"> Montenegro Jordan Uruguay (case management still paper, registration is electronic) Tanzania (case management still paper, registration is electronic) Canada (territories are developing a connected case management database system) 		
Social welfare: corrections/rehabilitation	<ul style="list-style-type: none"> Jordan⁹ 	<ul style="list-style-type: none"> Montenegro Uruguay (case management still paper, registration is electronic) Tanzania (case management still paper, registration is electronic) 		<ul style="list-style-type: none"> Canada
Other	<ul style="list-style-type: none"> Montenegro (Centres for Mediation) 	<ul style="list-style-type: none"> Montenegro (Court Professional Services) 	<ul style="list-style-type: none"> Tanzania (Tanganyika Bar Association) 	<ul style="list-style-type: none"> Jordan (Family Violence Tracking System) Montenegro (Domestic Violence Database) Jordan/Tanzania (CPIMS+)

Reporting

While all countries can, in principle, generate both subnational and national statistics on the minimum recommended indicators on justice for children on an annual basis, it would be extremely time consuming and labour intensive for some sectors to provide this information. In particular, data extraction is very difficult when reporting relies on paper-based records, such as for the police (in Montenegro, and for some indicators in Jordan and Tanzania); for corrections departments and case management (in Jordan and Tanzania, and for some indicators in Montenegro and Uruguay); and for the prosecution in Tanzania, although paper-based records are likely duplicated in the judiciary's electronic database and the police investigation files, so are less of a concern. Paper-based records require that staff manually go through reams of files to tabulate data, resulting in significant time delays in reporting, much greater chances of error and the inability to cross-reference data with particular indicators (for example, child victims who are female with a disability). In Canada, child maltreatment response and victim services are decentralized and provided at the municipal level or by other jurisdictions within provinces and territories, without overarching federal legislation requiring reporting. Additionally, support to child victims may be provided by community-based programmes with limited funding, scant ICT resources and no requirements to produce aggregate data.

Data storage

The databases using web- or cloud-based platforms stored data virtually and off site. Intranet-only platforms stored data on hard drives in the central office of the institution and often had data backed up, but at the same site. Paper files had to be stored in filing cabinets at local stations/offices, and were at high risk of degradation and destruction.

None of the stakeholders in any of the country studies were aware of whether or not juvenile records were expunged at appropriate intervals, as elaborated in legislation or regulations/instruments. In Canada, this issue was not explored since consultations were held with the CCJCSS, which is a secondary collector and user of these data. Interviews did not extend to provincial and territorial courts, corrections and police services, the primary locations of data collection and storage.

Completeness of data

With the exception of Canada and Uruguay, none of the other countries studied had a formalized agreement among stakeholders to collect, collate and report on a specified list of indicators on justice for children. Even when formal

inter-agency groups exist on issues relevant to justice for children, administrative data indicators have had limited space on the agenda. Consequently, there were no formal agreements among institutions to share particular data or to exchange information on a regular basis, although there may be informal ones.

To assess the completeness of data, four areas were examined:

1. Are there mandatory, standardized reporting forms that, if computerized, do not permit skipping data fields, blocking the user's ability to move on in the form? Are these forms standardized and used at local, district, regional and national levels?
2. What data are collected? How are they disaggregated to allow for more specific reporting?
3. Are data codes and definitions the same across different agency/sector databases? Does an easily accessed common record identifier exist for all clients/children across the different agency/sector databases, allowing the tracking of a single individual as she or he moves through the justice system and/or the social welfare support system?
4. What systematic processes are in place to assure data accuracy and quality?

As can be seen in Table 5, standardized forms were more commonly used than an electronic database system that forces fields to be complete (skip logic) before allowing progress. This is reasonable in relation to court files, where data may not arrive in a linear order. But skip logic programming could be put to much greater use in registration-type electronic systems, such as corrections/rehabilitation/education centre registration, biodata for police complaints investigation, and registration of children in need of protection at shelters or service providers. The result of limited measures to ensure completeness of data is that child justice and protection services may not be as effective as they could be, and reporting may not be as comprehensive and accurate.

None of the countries studied, except Canada and Uruguay, appeared to have written definitions or code books for the indicators collected, but it was uncertain whether different stakeholders understood concepts the same way. In Uruguay, a coding book was developed to complement the formal inter-agency agreement to collect and report on specific data indicators on juvenile justice. In Canada, the CCJCSS has developed comprehensive code books for each sector it works with.

TABLE 5.
Data completeness assessment by country

Assessment dimension for data completeness	Montenegro	Uruguay	Tanzania	Jordan	Canada
Standardized forms for police from local to national level	Yes	Yes	Yes	Yes	Yes
Police electronic database blocks progress if fields are incomplete	n/a	Yes	No	No	Unknown
Standardized forms for judiciary from local to national level	Yes	Yes	Yes	Yes	Yes
Judiciary's electronic database blocks progress if fields are incomplete	No	No	No	Yes	Unknown
Standardized forms for prosecution from local to national level	Yes	Yes	Unknown	Yes	Unknown
Prosecution's electronic database blocks progress if fields are incomplete	No	No	n/a	No	Unknown
Standardized forms for social welfare protection services from local to national level	Yes	No	Yes	No	No
Social welfare – protection electronic database blocks progress if fields are incomplete	Yes	No	No	n/a	Unknown
Standardized forms for social welfare corrections from local to national level	Yes	No	Yes	No	Yes
Social welfare – corrections electronic database blocks progress if fields are incomplete	Unknown	n/a	n/a	No	Unknown
Same definitions across sectors	No	Yes	No	No	Yes, except child maltreatment and victim services
Same data codes across sectors	Not yet, but Judicial Information System will + criminal sanctions + prosecution	Yes – police, prosecution	No	Yes – Family Violence Tracking System will + all sectors	Yes, except child maltreatment and victim services
Common record identifier across sectors	No	Yes	Yes	Yes	Yes, as above

In some countries, children registered at birth have a unique record identifier through what is usually known as their national identity number or by some other name. This was the case in Jordan. More sophisticated electronic databases provide an automatically generated case/incident/individual number, which is not necessarily the same number used across all record-keeping sectors. For example, in Uruguay, each database for the police, the prosecution, the courts and social welfare automatically generates a file number for the child, but none of these are the same number. A different identifier must be found to enable tracking of the child. The national identity number, if broadly in use for children, and if it can be easily extracted in databases, could fill this gap. Canada does not have a reliable common record identifier outside of the full name and date of birth, which permits record and data matching across sectors not included in the CCJCSS, or for special reports and studies. This can be a concern if adequate procedures are not in place to safeguard identification data.

Collection of key indicators on justice for children

Part of the governance framework on justice for children should include the identification of key indicators. Uruguay is the only country studied with a formal agreement to collect data on specific juvenile justice indicators across the police, prosecution, judiciary and social welfare/corrections sectors. A detailed manual of descriptions and codes accompanies the indicators, ensuring the consistency and standardization of data collected and analysed. Montenegro is working to establish its own minimum indicators on justice for children, but it is unknown if these will result in a formal accord among the different institutions that will be tasked with collection and reporting, since indicator development is still in early stages. For other countries, the indicators included in the UNICEF/UNODC *Manual for the Measurement of Juvenile Justice Indicators* seem to more or less provide the baseline for data collection on justice for children, although this is not formalized. In some respects, the ICT infrastructure for administrative data drives the possibilities for what can be collected, as noted below.

Table 6 examines whether the minimum proposed indicators on justice for children are collected by responsible sectors.

As can be seen from the table, most of the countries collect indicators relevant to juvenile justice, with the exception of police diversion numbers, since not all countries grant discretion to the police to make decisions about diversion. Instead, this decision is left to the prosecution or the courts. Other gaps that may not reflect the minimum indicators, but which would have an impact on rehabilitation data, include data on juveniles who complete diversion programmes. Due to incomplete implementation of pre-

trial diversion programming, coupled with inadequate database system design, entry and duration, data on these programmes are not found in justice institution systems. This information may be available in case management files of social welfare departments or community-based programmes, yet is not linked to the judiciary or prosecution files. Lastly, tracking data on children involved in or affected by civil or family disputes is inconsistent across countries. It is unknown, but expected, that this pattern would also be found elsewhere.

Canada is an interesting example because of the decentralization of responsibility for some indicators. It is up to the provinces and territories to determine whether or not child victim services will be tracked; whether legal representation is mandatory for children as victims or interested parties in any justice process; and whether children's right to participate in justice proceedings is upheld.



TABLE 6.
Collection of proposed minimum indicators on justice for children

No.	Indicator	Montenegro	Uruguay	Tanzania	Jordan	Canada
1	Number of children detained by the police during the year (total and per 100,000)	Yes	Yes	Yes	Yes	Yes
2	Number of criminal proceedings initiated against children during the year (total and as a percentage of total children detained)	Yes	Yes	Yes	Yes	Yes
3	Number of children in criminal proceedings with legal representation (total and as a percentage of total children tried)	Yes	Yes	Yes	Yes	Yes
4	Number of children provided with police informal diversion, such as a caution, warning, informal settlement (total and as a percentage of total children detained)	Unknown	Unknown	Unknown	Yes	Yes
5	Number of children sentenced receiving a custodial sentence (percentage of total children convicted)	Yes	Yes	Yes	Yes	Yes
6	Number of children sentenced with alternative measures (percentage of total children convicted)	Yes	Yes	Yes	Yes	Yes
7	Number of children who enter pre-trial diversion (percentage of total children charged with criminal offence)	Yes	Yes	Yes	Yes	Yes
8	Number of children in pre-trial detention (total and per 100,000)	No	Yes	Yes	Yes	Yes
9	Number of children in detention after sentencing during the year (total and per 100,000)	Yes	Yes	Yes	Yes	Yes
10	Duration of detention: a) Time spent in detention by children before sentencing b) Time spent in detention by children after sentencing	Unknown	n/a	n/a	No	Yes
11	Number of child deaths in detention during the year (total and per 1,000 children detained)	Yes	Yes	Yes	Yes	Yes
12	Number of cases of crimes against children registered by the police during the year	Yes	Yes	Yes	Yes	Yes
13	Number of registered crimes against children brought to trial during the year (total and percentage of total reported)	Yes	Yes	Yes	Yes	Yes
14	Number of criminal convictions during the year in which the victim was a child (total and percentage of total tried)	Yes	Yes	Yes	Yes	Yes
15	Number of child victims provided with medical, psychological, social or other assistance in recovery during the year (total and percentage of total registered crimes against children)	No	Yes	Yes	Yes	No
16	Number of child victims of crime provided legal representation during the year (total and percentage of total registered crimes against children brought to trial)	No	No	Yes	Yes	No
17	Number of family/civil court cases affecting children decided during the year	No	No	Yes	Yes	Yes
18	Number of court cases affecting children decided during the year in which the child or children concerned were heard, either directly or through a representative (total and percentage of all children who are affected by civil or family law cases)	No	No	Yes	Yes	No

TABLE 7.
Data stratifiers

Type of data	Stratification of data
Child victim/witness data	<input type="checkbox"/> Sex/gender <input type="checkbox"/> Age <input type="checkbox"/> Religion/ethnicity, where appropriate <input type="checkbox"/> Physical and/or developmental disabilities, where appropriate <input type="checkbox"/> Education/work/migration status <input type="checkbox"/> Area (rural/urban) and region <input type="checkbox"/> Offence <input type="checkbox"/> Relation to accused and if adult or child <input type="checkbox"/> Prior contact with justice system
Children in conflict with the law data	<input type="checkbox"/> Sex/gender <input type="checkbox"/> Age <input type="checkbox"/> Religion/ethnicity, where appropriate <input type="checkbox"/> Physical and/or developmental disabilities, where appropriate <input type="checkbox"/> Education/work/migration status <input type="checkbox"/> Area (rural/urban) and region <input type="checkbox"/> Offence <input type="checkbox"/> Relation to victim and if adult or child <input type="checkbox"/> Prior contact with justice system

Data disaggregation

It is necessary to stratify indicators to measure participation and non-discrimination goals, provide evidence of trends in offending and victimization, establish risks for offending or vulnerability to victimization, and identify issues related to gender, ethnicity and age. Table 7 articulates the ideal level of data disaggregation to effectively report in these areas, maximizing the utility of administrative data on justice for children.

In Jordan, Montenegro, Tanzania and Uruguay, administrative databases on children in contact with the law generally include disaggregation by sex, age, address and offence, but do not necessarily include coding for whether a child is still in school or working (education/work status); race, religion, ethnicity or nationality; or whether or not the child has physical or cognitive disabilities. Jordan, however, does stratify data based on disability status, albeit inconsistently and in a way that is difficult to extract. Disaggregation by disability status in Canada would not be found in police arrest files, and while much of it would be in court files, there may be no information on religion and ethnicity, unless the child is aboriginal. Disaggregated information is tracked, however, once a child is in corrections or alternative sanctions, and victim services would have this information for children they serve. The Canadian justice system has

begun to track indigenous status among children (and adults) who come into contact with the law. This is due to a recognition that indigenous children are overrepresented in this regard, and the desire to monitor the situation to determine if programming to address the challenge is working. The expansion of 'sex' to incorporate 'gender', as self-identified, is required under Canadian legislation.

This is not to say that certain information is not collected, but rather that it is not necessarily available as a fixed field in data systems, meaning that it cannot be used to generate reports. There are, of course, exceptions, particularly when electronic databases use business intelligence software that can be programmed to find this information and generate reports, if the information is in the database. At this point in time, however, none of the sectoral databases in each country, except Canada, disaggregate reporting data outside of sex/gender, age, offence and geographic location.

The lack of capacity, in terms of both human and ICT resource gaps, means that a lot of existing data are being 'shelved' or not accessed for use. Since the CCJCSS receives microdata from stakeholders, it has access to detailed information about each source of data. While the CCJCSS does not regularly report on all the stratifiers, it does have the potential to extract and use these data for special reports.

Administrative data quality assurance

Along with computerized programming to assure data quality, a small number of sectoral initiatives were noted. The most comprehensive were routine, systematic, daily human checks on data collection files by the Uruguayan police. An administrative unit at the police statistics headquarters is devoted to conducting these quality checks. Moreover, a sanction/reward system has been implemented whereby staff employed to input data receive small monetary rewards for the accuracy of data input. Data operators who consistently make mistakes are sanctioned. The director of the statistics unit noted that the sanction/reward system increased the accuracy of recording from approximately 70 per cent to 90 per cent.

The Uruguayan police have a centralized, electronic, intranet-based information system, accessible by desktop and laptop computers and tablets carried by officers, called the System of Public Security Management. As much as possible, the system has been programmed to eliminate free narrative reporting, relying on drop-down menus for police officers to choose from when recording complaints.

The CCJCSS cleans data provided by partner institutions and sends it back to each institution for verification of its accuracy. Cleaning and resubmitting the data is a systematic

process of checking and verifying that data are correct, and that there are no gaps or errors by those who input them.

Some other institutions indicated that they subject automated data to random, irregular human checks, largely verifying that all fields are completed and filled in correctly. Among these were the social welfare/corrections units in Jordan and Uruguay; the judiciary in Tanzania, where regionally based magistrates reviewed files from districts; and the social welfare, corrections and child protection unit in Montenegro.

A novel way to control the quality of data used by the judiciary and the Family Violence Tracking System (administrators) in Jordan is to have data operators learn the computerized systems from a training database. Data recording is checked on the training database and feedback provided to make corrections and improvements until data operators are deemed competent on the systems.

Paper-based data are difficult to verify at central offices; however, monthly returns can be compared to quarterly returns to ensure that aggregate statistics are correct.

Data use and dissemination

Data literacy levels in governments and general populations appeared very low in the countries studied. Even where there are technological skills in the population, the strategic value of data is little understood outside of national statistics offices. Canada is an exception since statistical publications are regularly downloaded from the Statistics Canada website. Otherwise, there is little demand for good data analysis and statistics. This is exacerbated by the fact that data are not necessarily open and accessible, although that is changing with increased use of dashboard-type intelligence systems that publish tables and graphic representations of anonymous data openly on websites. For example, the CPIMS+ publishes regular updates on key performance indicators in Jordan and Tanzania, and the National Observatory on Violence and Crime in Uruguay publishes statistics monthly on its website (although the incentive for doing so is a misperception about youth crime, accompanied by the politicization of the issue to expand police interventions and emphasize security policies above others).

Stakeholders and interested parties are not necessarily knowledgeable about how administrative data on justice for children can be used within governments. Institutions do not uniformly see data as an asset. The importance of having strong demand for administrative data on justice for children cannot be overemphasized. Without the regular requirement to report on these data, there is little incentive to improve

systems and infrastructure, data quality and completeness, interoperability, staff capacities in data management processes and data collection sustainability. While all countries visited had regular reporting requirements, these were usually annual (with the exception of police internal reporting) and on a limited number of indicators. Internal reporting of a minimum of once per year was common across all institutions related to justice for children, with a few, such as the judiciary, reporting monthly on court efficiency. The sectors using intranet or web- or cloud-based electronic platforms usually had the capacity to generate real-time reports on any indicators collected, as needed. Those with dashboard views reported on up-to-the-minute data on a weekly basis, at a minimum.

Due to the focus on public safety, senior police managers usually require some form of daily reporting from each and every station or post. This is easily accomplished with intranet or web- or cloud-based platforms that tally aggregate statistics in real time; however, it is still required when only paper-based or limited electronic databases are used. Daily crime statistics follow a strict format of reporting on adults and juveniles in conflict with the law, the offence alleged and the geographic location. This enables the police to analyse crime trends, including type and location, so that the service can respond quickly to effectively promote public safety. Investigation files are also sometimes requested from local to district, district to regional, and regional to national levels in order to assess the quality of investigations and to assign more skilled or specialized investigators when the crimes demand it, such as when organized crime is involved or the offence crosses national borders.

Given Montenegro's ambition to accede to the European Union, its justice sector is highly motivated to regularly report to European Union bodies on its reforms, efficiency and aggregate statistics in order to demonstrate its progress towards and adherence to European legal standards. All countries are extrinsically motivated to report on the Sustainable Development Goals (SDGs), just as they reported on the earlier Millennium Development Goals, since this is an exercise agreed to by all United Nations Member States. Data for SDG reports are usually pulled together by the national statistics office, in collaboration with foreign and other key ministries. The Universal Periodic Review of human rights and reviews of implementation of the Convention on the Rights of the Child also offer opportunities to improve datasets on justice for children. Since national statistical offices are not primary sources of administrative data on justice for children in many instances, in order to acquire the information required to report, they usually send questionnaires for each sector to complete and send back.



While evidence from data can be incorporated in decision-making processes, including operational planning and resource allocation, its use in this regard is limited. The police in Canada, Jordan and Uruguay make effective use of data for operational planning, but there is room for improvement among social welfare agencies, including in Montenegro and Tanzania. Social welfare services have much to gain from evidence that can direct programme and service improvements, but there is a gap in this area. Sometimes this results from a lack of resources, since social service financing is not always sufficient. Judicial leadership in Jordan, Montenegro, Tanzania and Uruguay recognizes the value of hard data on court processes, and either does, or will, make use of these in planning, or even to determine whether personnel should be promoted within the judiciary. Public prosecution data use seems to be linked to how the judiciary engages with data. If the judiciary uses data and statistics strategically, it is likely that prosecution services will follow suit.

Citizens in the countries studied rarely take advantage of administrative data to hold their governments accountable for programmes and services, with the exception of Canada and Uruguay. In Uruguay, public interest in data on juvenile crime unfortunately stems from the misperception that juvenile crime is very high and must be monitored. This raises the concern that such data will be misrepresented to the public for political reasons, towards expanding police presence and devoting more of the national budget to

security issues. In Canada, the CCJCSS flagship publication *Juristat* was viewed/downloaded more than 1.7 million times from 2018 to 2019, highlighting demand from Canadians for information on crime and victimization, including reports on children and youth.

The media can play an important role in the demand for administrative data and may even stimulate changes in which data are collected, and how. In Canada, for example, the #MeToo movement brought to media attention the large number of 'unfounded' sexual assault classifications by the police. This led many police services across the country to review old cases that were classified as unfounded, and they determined that definitions were troublesome and inconsistent. With Statistics Canada's assistance, they were able to come up with a single definition to be used across the country, and committed to collecting and reporting on unfounded case data within the Uniform Crime Reporting template/survey. This is an example of the media putting pressure on a key institution for more and improved information.

Without a strong demand for data within the justice for children sector, sustaining the administrative data system is not realistic. An engaged civil society that demands and lobbies for evidence on results, government performance, budget transparency and programme accountability can strengthen the environment for administrative data improvements, but few examples of citizen data literacy were seen in the country studies.



Vision and leadership

Vision must include a deep understanding of the value of administrative data, and knowledge about how such data can help public sector managers and policymakers to improve their planning, policymaking and programming. Leadership implies the existence of champions for administrative data on justice for children, and that they be in sufficiently senior positions to influence others.

In Tanzania, there is strong leadership of the judiciary under the Chief Justice, who understands the strategic value of administrative data. He was responsible for the designation of 236 juvenile courts to hear cases involving childcare, parentage, custody and access, maintenance, child protection, and children in conflict with the law. With his oversight, the court information system will continue to develop so that data collected provide evidence for planning, policymaking, and evaluations of the efficiency and performance of the judiciary.

The Director of the Juvenile Police Department in Jordan also has a strong sense of the strategic value of good administrative data on justice for children. He is aware of the need to regularly learn of trends in juvenile offending and treatment/intervention by his police service in order to adjust priorities and strategies. As an example, when he noted that data showed low levels of the use of police diversion (known as settlement), he directed training and orientation to raise awareness among members of the juvenile police service. Evidence of increased use of

diversion in administrative data reports proved that the awareness-raising had been successful.

Montenegro is an interesting example of highly motivated vision and leadership, but with an external motivation in the form of accession to the European Union. It is unknown if the value of administrative data is intrinsically understood by leadership, or if it sees the utility of administrative data mainly in relation to how it meets the requirements of European Union standards, or, of course, both.

Other champions of administrative data reform exist at departmental and institutional levels in Canada, Jordan, Montenegro and Uruguay. These leaders have facilitated the development and reform of administrative justice for children to the levels reached today. Yet none of their advocacy has had the same impact as that of the Chief Justice in Tanzania, largely because they do not have the same level of influence.

In the countries studied, inadequate and disorganized provision of resources to statistical systems at both national and ministry levels is evident. This means that there are few champions with a deep understanding of the budget allocations required to strengthen administrative database systems.

Lessons learned and best practices



Building and/or strengthening an administrative data system on justice for children requires a significant investment in time and resources – human and financial. Whereas earlier sections described what countries have done, this section examines how they did it, in the hope that this will be of use in other initiatives aimed at improving national data.

Database system strengthening must occur for the whole justice system, not only for children, in order to eliminate 'silo' approaches to data collection, and the potential for creating systems with limited interoperability or integration



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None of the country studies had a data system built exclusively for child justice, since the issue is embedded in the general justice administrative system as a subcategory. To strengthen or improve data collection and analysis on justice for children, a whole justice system approach is required. The database systems of the judiciary, the police, the prosecution, social welfare services and other service providers must all be enhanced. The investment in building a unique database on justice for children is too great for such a limited set of indicators, and the creation of an alternative system purposely built for children only is likely to duplicate efforts found elsewhere and possibly marginalize data for children. This was noted in Tanzania, where the police were

piloting a new Gender-Responsive Reporting System to be filled out in addition to regular crime reporting. While the system incorporates new fields and indicators for reporting on violence against women and children, it includes some of the same reporting categories found in pre-existing registries, duplicating data recording among police and possibly leading to erroneous counts or statistics. The best approach is to incorporate indicators on justice for children, if not already present, in existing database systems, as it was done in Montenegro.

It is important to establish data governance structures and plans for the judicial statistical system that provide

guidance to departments and ministries, and offer a framework for governments to consult when planning to strengthen systems with donors

It is not uncommon for different donors to work with governments to strengthen different databases. Efforts to improve data quality and use are laudable, but require coordination to link different database systems. For a country to maximize these investments, a data governance structure and plan should be in place. Data governance should be approached as a whole-of-government exercise, but there should also be plans for various sectors, such as ministries and departments involved in justice. In Canada, a National Justice Statistics Initiative has provided information on crime, victimization and the administration of justice since 1981. Through agreed terms of reference at the deputy minister level, the federal, provincial and territorial ministries responsible for justice, along with Statistics Canada, collect, integrate, analyse and disseminate justice statistics and information. The terms of reference provide a governance structure and plan for the management of these data.¹²

A common, easy method (such as a unique identifier) should be developed to track an individual across databases

Many countries studied were interested in linking the databases of the police, prosecution and judiciary, at a minimum, but also looking to possibly track children who come in contact with the law, such as through viewing past education records, child and family protection interventions, income (if appropriate) and employment records. Links among databases require a common identifier for each individual child. In countries such as Uruguay, new parents are required to register newborns in the National Civil Identification Administration as soon as possible; children are provided national identity numbers (called *cédulas* or eIDs). These can be easily used to track a child's experience with government interventions and services across numerous databases without divulging the identity of the child. In the other countries, it is possible to track a child's experience with the justice and protection system, although this requires using the child's name, birthdate and other identifying information, resulting in a total lack of anonymity. The institution or agency collecting such data can provide them to another institution after removing the identifying information, which is a good practice in safeguarding privacy. Canada uses this process when institutions release their data to the CCJCSS. A low level of birth registration, however, as is the case in some countries, makes it more difficult to identify a child's trajectory through the justice system.



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GOOD PRACTICE TANZANIA

The Judicial Statistics Dashboard System is the first electronic database to be developed for the courts, and it is state-of-the-art. The judiciary will be the first sector to be strengthened, with others developing over time. The system serves as an example to others, providing a template to develop data interoperability.

All stakeholders should recognize that database strengthening is a long-term endeavour that sometimes requires small steps in the beginning

Even when it is not possible to link all justice ministries (police, prosecution, judiciary, corrections, social welfare) together at once, a country can begin by linking two or three databases together if they are ready and able. Or, if full data coverage is not possible due to distant locations not having access to computers or other infrastructure, begin with those that do. Over time, the sectors or regions/locales that have not formed part of the database governance system can be brought in. For example, the new Judicial Information System will shortly be rolled out in Montenegro. The 16 municipal misdemeanour courts, which were not part of the old electronic system, will be incorporated in the new system along with the courts, prosecutor's offices and Institute for the Execution of Criminal Sanctions. Similarly, the Tanzanian judiciary is improving primary court infrastructure to facilitate the availability of electricity and the internet, which will expand use of the Judicial Statistics Dashboard System.

On paper, legislative and regulatory environments on justice for children are quite comprehensive, but not always fully implemented, resulting in gaps in data collection and reporting

In all countries studied, the national legislative framework on justice for children was usually adequately covered through juvenile justice, child protection, domestic or family violence and human trafficking acts. Privacy and access to information laws were being updated or refined (Jordan and Montenegro), and all countries had made commitments to more open government data under the Open Government Partnership. Launched in 2011, the partnership provides an international platform for domestic reformers committed to making their governments more open, accountable and responsive to citizens.¹³ Tanzania withdrew from the partnership in 2018.

The Committee on the Rights of the Child, SDG monitoring processes and the Universal Periodic Review require governments to regularly track and report on human rights and SDG achievements and gaps. Coupled with increased awareness among government officials on the rights of children in contact with the law, these processes have encouraged legislative developments.

The understanding of the vulnerability of children who interact with the justice system is not as widespread among citizens or even lower-level government workers. This, in part, has hindered implementation of child protection laws. In all countries, advocacy for children in contact with the

justice system, and especially those in conflict with the law, needs more attention. Child victims are increasingly seen as needing special protection and support. Yet when there are government resource constraints, children in the justice system seem to lose out.

Data governance frameworks are scarce in administrative data management on justice for children; this leads to overlapping, insufficient and non-systematic data capture and reporting

Except for Canada and Uruguay, none of the other countries had formalized a decision-making, monitoring and enforcement body to develop procedures for data management, plan for their implementation and oversee their execution. Data governance is critically important to setting standards and securing agreement to monitor progress on justice for children. As noted earlier, in the area of justice for children, multiple key actors need to coordinate data collection and reporting. If this is to be systematic, a framework needs to be in place.

Data collection was overlapping, inadequate and not systematic in most countries studied because of the lack of a governance structure, and, in particular, no agreement on a single identifier to track each child. For example, multiple stakeholders might collect information on juveniles convicted of offences and sentenced with alternative measures (police, prosecution, courts, social welfare), but there was no capacity to follow one child through the process, nor was there necessarily information on what the alternative

GOOD PRACTICE URUGUAY

In April 2018, the Supreme Court of Justice, the National Prosecutor's Office, the Ministry of the Interior, the National Institute for Adolescents' Social Inclusion and UNICEF signed an inter-institutional agreement to create a unique national information system on juvenile justice. Beginning in 2018, each institution committed to collect and process a set of 34 relevant indicators that provide information on adolescents who come in conflict with the law, based on the existing regulatory framework in Uruguay. The police are collecting one indicator, the National Prosecutor's Office collects five, the judiciary collects 14, and another 14 are linked to detention conditions. A manual with definitions and codes has been developed to implement the agreement. The signatories agreed to provide UNICEF annually with the information they have collected and processed.

GOOD PRACTICE CANADA

The CCJCSS uses a software interface with its justice partner institutions – the police, courts, corrections – which regularly, securely and automatically uploads microdata from the partner administrative database systems onto the CCJCSS platform. The microdata are cleaned, extracted and used to provide national and subnational statistics on crime and victimization as well as justice administration, as outlined in the National Justice Statistics Initiative. Additional linkages are possible, albeit more challenging, by using the names and dates of birth of children and youth to link data that are not usually linked, such as whether a child in conflict with the law was accompanied by legal counsel at arrest and during each court proceeding.

sentence was, who was responsible for overseeing it, its duration or the results at the end of the sentence. There was also inconsistency or a lack of uniformity in definitions.

Government appreciation and support for data governance are necessary to organize and create structures for administrative data on justice for children. When governments have competing resource needs, investments in this area will be low unless there is an understanding of the importance of data.

Almost all countries have existing multi-institutional working groups on violence against children or juvenile justice, tasked with developing national plans of action or national strategies. These groups can be the foundation for building a more technically oriented group to plan for data governance on justice for children, since the same stakeholders are necessary to track child victims, witnesses and offenders. In fact, many national plans of action already include improved data collection and reporting as a key component, so this can be leveraged to form a team responsible for planning the framework for data collection, management, reporting and oversight.

The use of ICT for administrative databases is becoming more widespread; some platforms or software programmes facilitate data collection and use more ICT than others

While manual data capture still exists, more commonly in remote areas of countries, it is increasingly being replaced with ICT platforms for administrative data on justice. When new ICT is introduced, it is important to plan from a systems

perspective, considering the new technology in the context of how it needs to relate to other database systems. This necessitates some form of coordination among donors who may be supporting a country's ICT development so that data infrastructure is not developed as a series of silos with no capacity to communicate. Open source software, when available, should be considered over proprietary software that requires often high licencing fees as well as external maintenance and support, and lacks flexibility to cope with change and new requirements for data. Some sectors, such as the police, do not have access to open source software since none currently exists.

All database software can have security weaknesses, and open source software may be more vulnerable than other types. Databases can potentially be hacked, especially when they contain sensitive and valuable information. To maintain security and protect sensitive information, software developers should work with software security teams who can carry out risk and vulnerability assessments, and build effective security practices into all database interactions/uses. Controls and limits on who can use which parts of the database will also help with security, since open access invites potential abuse of the data stored in the system. Good encryption technology will also assist in keeping information secure. Security tests should be run on new data systems to look for weaknesses and the potential to exploit these.

Data integration is not common, even within a single department or ministry. Multiple database systems are frequently in use with limited or no capacity to interact with one another. For data integration across different

GOOD PRACTICE INDIA

The National Crime Records Bureau (NCRB) was established in 1986 as a centralized agency for reporting on crime, accidents and suicides and on prisons and their occupancy levels. Its purpose is to inform policy and research. The NCRB first transitioned from a paper-based data system to a mixed one: Some districts continued to use paper, although states sent their data electronically to the national level. Today, the system works mostly in real time, with immediate data transfer from some states to the NCRB. The Bureau is granted full access to state databases in order to extract data; in some cases, states provide summary data when queried by the NCRB.

sectors, interoperability is more common than integration of databases. The Uruguayan police and public prosecution service have a fully integrated database system, with police data populating prosecution files, and the capacity for back and forth data communication, with proper authorizations. This system was only developed because the prosecution service was newly created in 2017 and needed to establish its own record-keeping system. Because the police service possesses the excellent System of Public Security and Management, the prosecution service was able to build on the existing platform, incorporating new sections specific to its work.

Another method to integrate data is a data facility, a centralized, single office that collects, analyses and reports on information directly accessed from multiple systems. The CCJCSS is an example of such a facility since it is responsible for developing, collecting, integrating and analysing Canadian justice data from the federal, provincial and territorial jurisdictions.

The National Crime Records Bureau of India¹⁴ provides another model of a data facility that could work in countries where the ICT infrastructure and capacity may not be state-of-the-art.¹⁵

When data integration is not possible or easy, the option exists to make database systems interoperable. This requires creating software for record-matching within a database system in order to link data files that can then be accessed by more than one institution. The Government of Montenegro has planned for a new Domestic Violence Database to have full interoperability among the sectors that will be investigating and providing services to victims of family violence. Canada and India, as noted in the good practice text boxes, do have successful interoperability. This is largely due to coordination during database software development in Canada. Several upgrades and ongoing coordination connected different sector databases and

GOOD PRACTICE MONTENEGRO

The Judicial Information System under development in Montenegro will be interoperable with other systems and stakeholders, such as the Institute for the Enforcement of Criminal Sanctions (prisons/corrections) and the State Prosecution's Office. It is expected that authorizations will be granted either temporarily, as in the case of an expert witness who requires a temporary password to review a specific case in which he or she is testifying, or more consistently, for example, in the case of a prosecutor who needs to access the database more freely. The new Domestic Violence Database, once functional, will enable seamless integration of police reporting and social welfare client services for victims of domestic violence, including children.

enabled seamless links throughout the police system in India, where connectivity is present. Special attention must be paid to security issues when transferring data to a centralized facility, such as cleaning data of identifying information prior to transfer, and ensuring that security procedures have been built into these systems before transfer begins.

ICT database systems are the only way forward. Countries that use paper-based forms are not able to accurately and easily report on their data in a timely fashion. As these older administrative systems are updated, it is essential that new systems build in either integrated data capabilities or strong interoperability among the different justice sector actors. Both country bilateral aid donors and United Nations organizations are working to update administrative record-keeping with the establishment of ICT platforms. Yet there has been limited attention to coordinating these efforts to facilitate better data integration and interoperability. Database security teams must be part of the technical support for database upgrading.

Some countries have legislation that instructs institutions to maintain paper records. When institutions use advanced ICT data systems, it is redundant to fill in paper forms, not to mention that paper records take a significant amount of space for storage. Where this legislation exists, as in Tanzania, it should be updated to reflect new forms of information and statistical management so that there is not an undue burden from duplicated work.

For countries wishing to enhance or develop data linkages among sectors, the following steps should be undertaken:

GOOD PRACTICE NOVA SCOTIA, CANADA

The Justice Enterprise Information Network of the Canadian province of Nova Scotia is an interoperable database system that incorporates microdata from the courts, corrections and the restorative justice information system. The system is unique among provinces in Canada. It was facilitated by the fact that all three institutions are located under a single government ministry, the Department of Justice.

GOOD PRACTICE JORDAN

The Family Violence Tracking System links the police, registered medical professionals, social workers, teachers, psychosocial services providers, shelters/care institutions and other stakeholders into a single database. It was developed from open source software and its language, data classification, collection and processing has been adapted to the Jordanian context and regulatory framework. In-country design of the database has kept costs low since licencing fees do not have to be paid and upgrades/changes do not require permission or support from the licence holder. Moreover, the system is agile in that revisions can be made to it if legislation changes or if new technology becomes available. While currently a pilot project, it is expected to become permanent and scaled up across the country.

Step 1: Determine which institutions need to have linkages and why. For example, it is reasonable to make police complaint files interoperable with the prosecution service to limit duplication and hence the potential for error from entering the same information twice. If a country wishes to link court data with corrections, there should be a good rationale and very clear guidelines on which fields need to be linked or integrated. This step should be undertaken by the data governance working group, in conjunction with determining roles and responsibilities, data requirements and definitions, data infrastructure needs, and a framework for data management, security, quality control and reporting.

Step 2: Decide which institution, whether existing or newly created, will be responsible for collating the data from the various stakeholders and reporting on it. Options include a specialized facility within the national statistics office (Canada); a specialized unit within one institution collecting and reporting on specific data (Jordan, with the police plus the multi-agency Family Protection Department); an independent facility within a host institution (India's National Crime Records Bureau) or any other arrangement that suits the unique characteristics of a country, as well as its existing level of development in justice sector data.

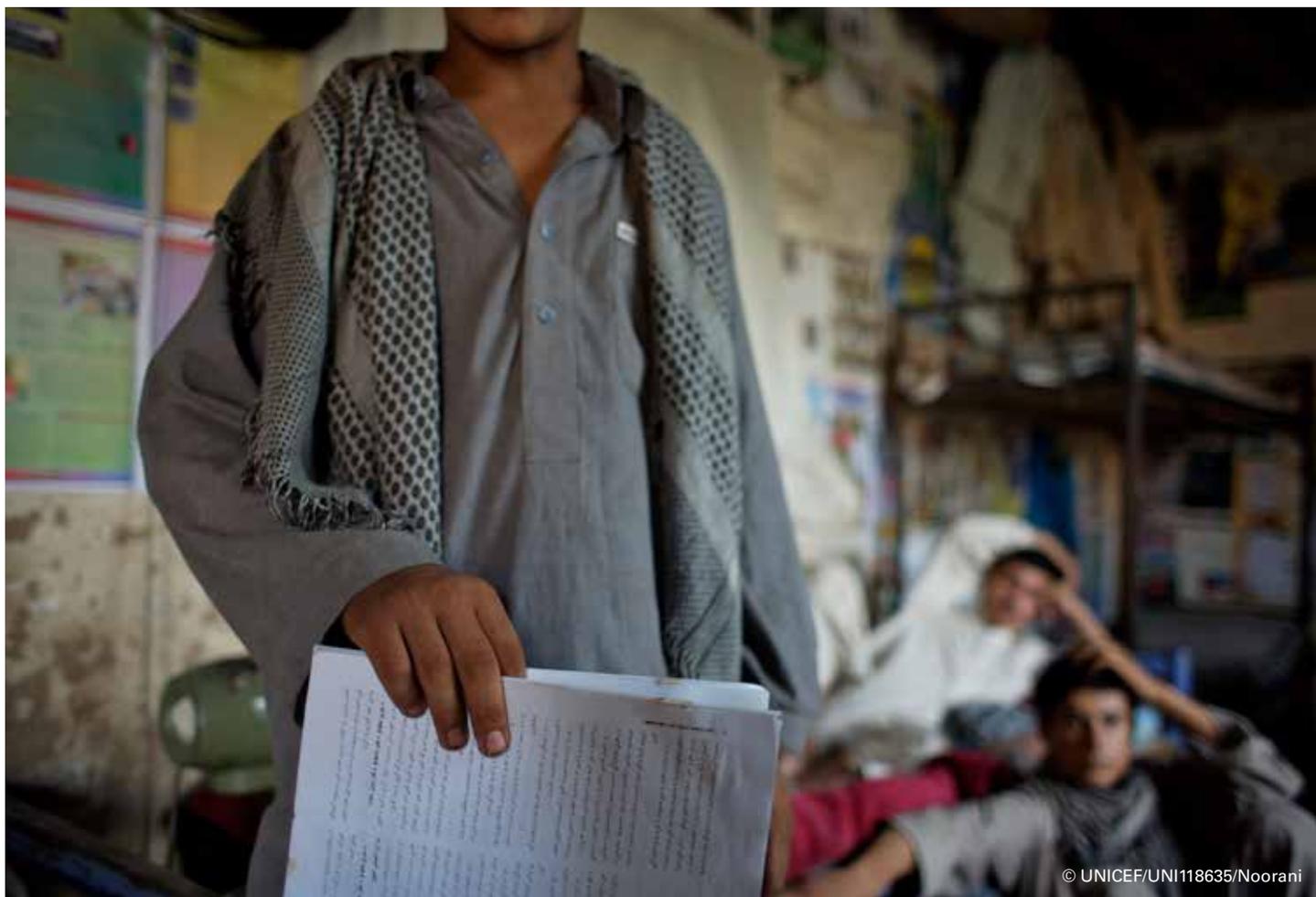
Step 3: Develop the software or other interfaces that allow data links. Ideally, data will be linked at the micro level (of individual cases) to enable aggregate reporting that is accurate and detailed.

Step 4: Test the new system before finalizing it to work out bugs. Be prepared to continuously update and refine data categories/indicators as new issues and legislation emerge, and make changes to the software as technology improves. The data governance framework and plan may also be continuously adapted.

Many, but not all, of the proposed indicators on justice for children are already collected by criminal justice institutions and ministries, although they are not necessarily routinely reported on and are not usually disaggregated sufficiently

In all of the countries studied, most proposed indicators on justice for children could be found in the files and records of various institutions responsible for collecting this information; however, this information was not always easily accessible (when found only in paper files) or reported. Gaps were most frequently evident in data stratification, which was quite limited. Data on children involved in family, civil and administrative justice proceedings were scarce. In fact, one of the proposed indicators, on the number of children involved in administrative proceedings, was dropped from the list due to the absence of data on children involved in processes such as asylum hearings, health and education determinations, and immigration proceedings. Multiple actors outside of the regular justice system made it much more complex to include data collection from these proceedings at this time. That said, countries should aspire to track such data in the future, if not in the short term.

Both Canada and Uruguay, as mentioned earlier, have established frameworks for collecting data on specific indicators of justice (Canada) and juvenile justice (Uruguay). Work is under way to establish a framework for data on justice for children in Montenegro. In other countries, there is no regularized reporting of data on justice for children in a single document from the multiple institutions involved. For example, there may be aggregate statistics on the numbers of children arrested and charged, but these statistics are not then further broken down into numbers of children diverted from the formal justice system, numbers convicted and subsequent sentences. There is no follow-up reporting from institutions providing alternative measures for sentences and custodial institutions. Instead, the police will provide statistics on the numbers of children arrested, charged and maybe diverted from the formal system; prosecutors and/or the judiciary might submit annual reports providing the numbers of children's cases heard and the proportion of those convicted; and social welfare services through corrections or community-based programme reports might provide annual statistics on the numbers of children of children in institutions or programmes.



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The issue of data stratification can be sensitive, particularly in the context of ethnicity, religion and /or nationality. However, such information may be quite useful in determining if certain ethnic groups are disadvantaged in the justice system or if there is overrepresentation in child protection or juvenile justice cases. It would be best to encourage countries to decide, based on their unique context, whether or not to collect data disaggregated by ethnicity for children in contact with the law.

While data disaggregated by education, migration or work status, and disability status are collected in corrections and social welfare case files, often paper-based in many countries, they are not routinely collected at the time of arrest and may not be found in court files either. Usually address (or geographic location), sex (or gender, as in Canada), age and criminal code offence are part of the data collected for children who come into contact with the police, as either victims or alleged offenders. These constitute the key stratifiers for data at all steps in the justice process.

Limited data are available on whether or not children are able to participate in justice proceedings, either directly or through an intermediary tasked with representing their best interests (parent, guardian, close friend, child welfare officer, guardian *ad litem*, etc.). Even in countries where legislation demands that child offenders and victims be provided legal aid and assistance, data are not always collected and reported on this (Montenegro and Uruguay are exceptions).

Standardized data and data practices on justice for children do not exist without a data governance framework on justice and particularly justice for children. Data accuracy and quality are negatively affected when definitions are not consistent, and where practices for acquiring, cleaning, collating and using data are different for each sector

A data governance policy, framework, strategy and/or plan must be in place to ensure consistency and quality in data collected. A framework provides definitions of concepts and

GOOD PRACTICE TRANSMONEE

The Transformative Monitoring for Enhanced Equity (TransMonEE) project, initially hosted by the UNICEF Innocenti Research Centre but now by the UNICEF Regional Office for Europe and Central Asia, was established to systematically monitor child well-being indicators and track the negative impact of transition on children after the fall of the Berlin Wall. National statistics offices in the region, including Montenegro's, provide annual data on indicators on juvenile justice and child protection. These are collated and reported by the TransMonEE database. Common definitions are posted on its website.

indicators, measurement tools, database management and security mechanisms, and defines roles and responsibilities for each institution involved. Best practices in standardizing data come from Uruguay with inter-agency juvenile justice indicators, from Canada with criminal justice indicators at CCJCSS, and from Montenegro through TransMonEE.¹⁶

Data are not yet perceived as a strategic asset; people need to buy into a data-driven culture for success. To work with administrative databases, staff require information technology skills, but analytical skills must not be neglected

While some government officials recognized the strategic value of good data in providing evidence on performance and programme effectiveness, such people were few and far between during country visits. In fact, resistance to using new ICT record-keeping or case management systems was encountered regularly. This is perfectly understandable in contexts where both paper-based and electronic record-keeping are in place, in essence duplicating work, and where there are no perceived incentives to adopting new technology. Building a data-driven culture, where people within an institution recognize the value of evidence for achieving results, requires attitudinal changes over time, as well as the acquisition of appropriate information technology (IT) skills. It is also a longer-term project, as in all initiatives to transform attitudes, and often requires a trigger event to set off the change.

The Kenyan judiciary provides a good example of a moment in time when the institutional culture shifted to recognize the importance of a good case management and record-keeping system.¹⁷ The 'moment' that opened the possibility for change was the aftermath of the contested 2007 elections, which revealed how little confidence Kenyans

had in their government institutions, and particularly the judiciary, which was not perceived as capable of objectively ruling on electoral results.

A designated staff member responsible for data input is a feasible option in some environments, such as databases that register individuals. Yet in many judicial systems, this is not an option if database systems are used for case management (social workers are often using these tools), criminal complaints (regular police may be inputting data), and court file management (clerks and the judiciary often work together to make sure these databases are complete). Usually, the more complex the data for the system, the less likely it is to have a staff member solely focused on data entry. A staff member performing multiple functions requires more extensive database system training and mentoring, with data input only one among many functions. This underscores the importance of staff retention once an investment in training has been made.

That said, there is room for specialized, technical staff in central statistics offices or facilities who can manipulate the data collected. Additionally, staff with strong subject matter expertise and analytical capacity are needed to make assessments about what the data can reveal. Often, even if technical IT staff are present in statistical offices, there is no guarantee that they have the analytical capacity to know what links to make between data or to imagine possibilities

GOOD PRACTICE KENYA

When Willy Mutunga became Kenya's Chief Justice in 2011, he made reductions in judicial delays and corruption top priorities. Drawing on previous plans to fix the same issues, Mutunga and his team developed a far-reaching reform programme: the Judiciary Transformation Framework. Their goals included addressing administrative problems that had hindered citizens' access to justice and opening up an historically closed institution to public engagement. Judges, magistrates and court staff helped court registrars standardize and speed up administrative processes. Early efforts to introduce new technologies that would reduce delays – one of Kenya's 2012–2014 Open Government Partnership commitments – failed to achieve nationwide implementation. But the newly created Performance Management Directorate developed a case-tracking system that facilitated nationwide monitoring of delays and workloads.



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that could be measured by the data. As a consequence, data reporting tends to be limited to aggregate statistics.

Stakeholders like Tanzania's Chief Justice who recognize the value of good data can provide guidance.¹⁸ More broadly, a medium- and long-term strategy to recruit and retain digitally competent staff is essential to the maintenance, strengthening and growth of administrative database systems. In Canada, there is a focus on planning for this capacity in the future.¹⁹ Governments must also commit to the establishment of national and ministerial/departmental budget lines for the information system on justice for children in order to ensure its viability and sustainability. Except for the two high-income countries studied (Canada and Uruguay), all others rely on donor funding for developing, improving and maintaining their information systems on justice for children.

Until demand for data increases, there will be little incentive to improve and strengthen data capture and reporting systems

Getting governments and institutions to use data more strategically in order to monitor internal performance metrics is a challenge that has not yet been widely overcome. Few government departments use a performance or results-based framework to assess progress and achievement of institutional goals. Canadian government departments do have performance-based frameworks in place, but using administrative database evidence to monitor performance is not common. Without the need for a reporting structure to drive data needs, there is limited motivation to improve data capture.

External demands for evidence-based reporting does

come from monitoring progress on human rights and the SDGs, such as through the UN Human Rights Council and the Committee on the Rights of the Child, among others. In Montenegro, there is also external demand from the European Union to provide evidence of progress in meeting standards to enter the union.

While national statistical agencies seem to understand the need for data to produce analytical reports, they are often stymied by the lack of data for such analysis. There is a need to develop the analytical capacity of staff in statistical units at institutions responsible for justice.

Outside of crime statistics, it is rare for citizens to demand data from governments to hold them accountable for achieving benchmarks and goals. All of these factors make it challenging to motivate governments to provide strong evidence from effective administrative records and data that they are achieving progress in delivering services and protecting children.

GOOD PRACTICE CANADA

The Canadian Data Strategy Roadmap for the Federal Public Service proposes making a concerted effort to ensure that staff are up to working with digital databases. It emphasizes identifying talent supply sources to hire the right people, piloting a digital academy where existing staff can hone their skills, and developing a programme for recruiting data scientists to the public service.

TABLE 8.
Summary of country study findings

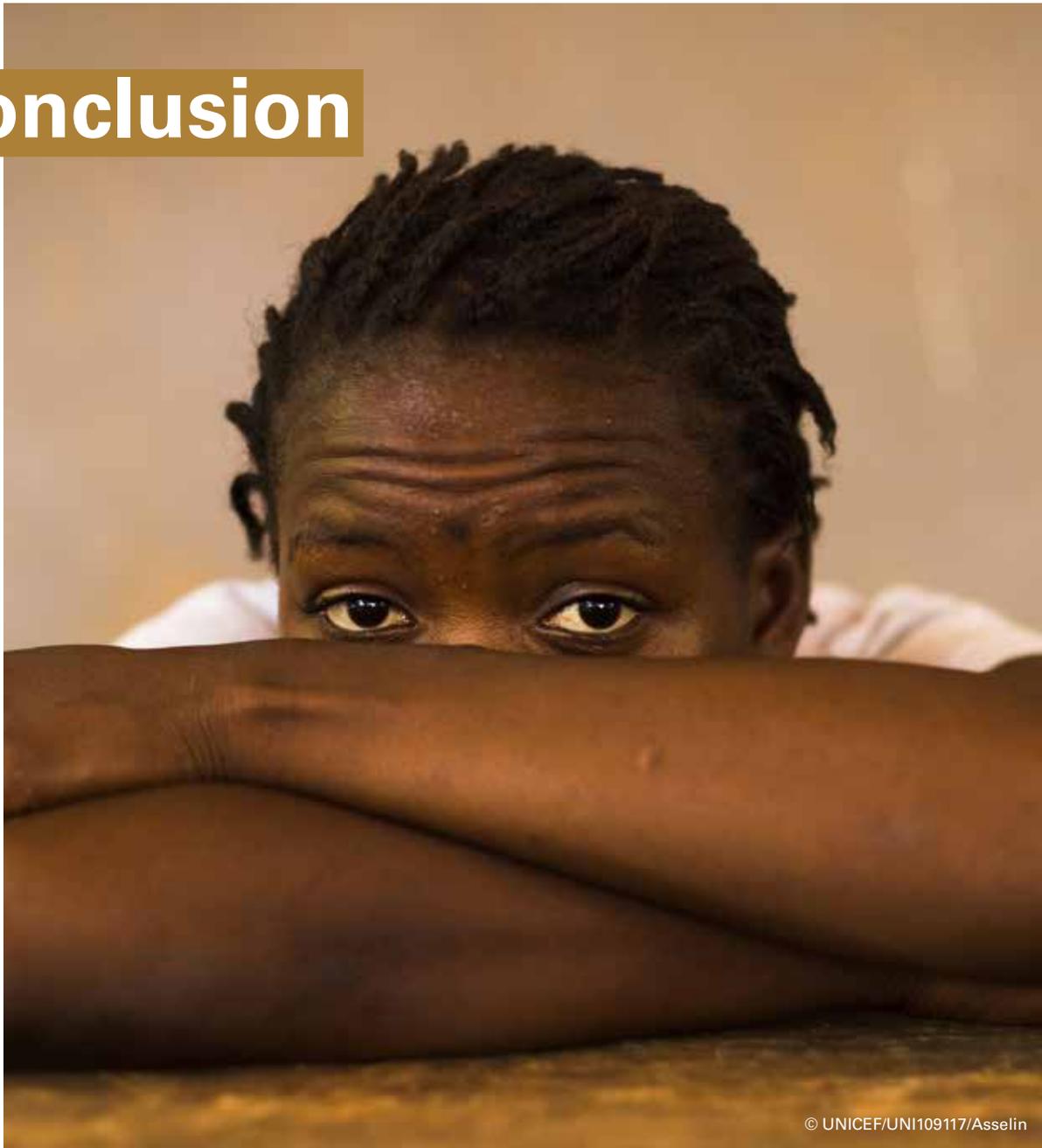
Topic	Issues
National legislation/ regulations/ policies/plans	<ul style="list-style-type: none"> • National legislation has to provide the mandate to gather data, and define what and how to collect data for monitoring implementation. Sometimes legislation or its regulations may even supply a framework for data governance by identifying how data are to be stored, and the roles and responsibilities of various stakeholders. In many countries, legislation is not adequate. • Laws and regulations on the privacy and, where indicated, the expungement of data should be in place, as should access to information laws, which provide norms for which types of data can be made available to the public and under which conditions. Special attention must be paid to data privacy and security. Even when legislative frameworks for data privacy are in place, clear procedures and rules to keep records confidential and access secure must be developed to ensure consistent practices at the institutional and data management levels. Substantial penalties should be prescribed for wilful breaches of confidentiality. While data managers seemed to be aware of the need for the confidentiality of children's data, they were not always particularly nuanced in their understanding of how anonymous statistics could be produced without overriding privacy or confidentiality rules.
Data governance	<ul style="list-style-type: none"> • Because justice for children requires the interventions and services of multiple institutions, data governance becomes more complicated. Good data governance requires a decision-making monitoring and enforcement body that oversees data management, a defined set of procedures for managing data, and a plan to execute these procedures in the justice for children sector. The key institutions with responsibility for protecting children (police, judiciary, prosecution, social welfare and others) have infrequently established such a body to develop a data governance framework that will work across all systems. • It can be difficult to convince governments of the need for data governance programming and budgets when other critical areas such as data infrastructure, capacity-building, etc., require significant investments.
Data infrastructure/ data management tools	<ul style="list-style-type: none"> • While the use of ICT for administrative databases has increased substantially in all countries, manual data capture is still found in police stations and courts in remote areas, and paper case management files are still common among social welfare officers, social workers and probation officers. ICT databases are required for quality control, ease of use, data-linking capacity and facility of reporting. They also offer more flexibility down the road when new indicators or stratification need to be incorporated. While internet access was relatively widespread and reliable in most countries, remote areas may not have access. They may also contend with insufficient electricity. • State-of-the-art ICT, such as for court case management and filing systems, sometimes entails proprietary software that is costly, lacks flexibility to accommodate learning and adaptation, and requires foreign maintenance and support. Ultimately, such systems are not easily sustained. • Data storage is a concern in paper-based systems, as it takes up significant space and requires regulations on security, integrity in case of natural disasters, and regular expunging of files that are not expected to be held. It is very challenging for institutions with paper-based systems to attend to all of these areas, especially data file integrity and adherence to data life cycle regulations. Even intranet-based systems that rely on hardware to store files are at risk of damage and security breaches. Many countries are moving towards a web- or cloud-based platform, with off-site data storage. As the cloud is a relatively new format, it is unclear how secure and safe files stored there will be. • Data interoperability/integration is a significant weakness in most countries because administrative systems are usually developed at different times and independently of one another. Ideally, systems would be integrated, with a single system operating out of one facility that receives all data inputs, and stores, manages and reports on them, such as in Canada. Where a single facility is not possible, administrative database systems in each sector do need to be able to populate one another's systems with data (at best) or provide appropriate access to certain data by another sector when services or interventions depend upon access to the information. • Physical and technological provisions must be in place to protect the security and integrity of statistical databases. This was rarely mentioned as a key component of database systems, however. It was unclear if comprehensive planning had been undertaken in this area.
Data quality	<ul style="list-style-type: none"> • Few countries have established a minimum set of indicators to monitor progress on justice for children, although many are in the process of developing such a list. Common standards are needed in relation to scope, definitions, data units and stratification to ensure relevant, reliable and comparable statistics.



◀ (Table 8 continued)

Topic	Issues
Data quality	<ul style="list-style-type: none"> • Due to the complexity of administrative data on justice for children coming from multiple sources, it is imperative that registers and forms be standardized within each institution at the very least, which was not always the finding in countries visited. • Where ICT database systems existed, some software programming (forced choice fields, skip logic and forced response) enabled quality controls to be built in. Computer automated controls can track and trace different data components to ensure their accuracy. Quality checks by staff were much less systematic, if they existed at all, across many of the different institutional databases, with the exception of police.
People and culture	<ul style="list-style-type: none"> • Very few institutions have a data-driven culture, where information derived from data is considered a strategic resource. As a result, administrative database improvements may not be perceived as adding value to an institution, but rather are seen as additional and difficult work due to the requirement to learn new systems. These issues are exacerbated in countries where certain institutions are required to maintain paper files, sometimes by law, as they are undergoing ICT transformations. • While almost all statistical officers in stakeholder institutions received training in the database systems and felt that they had the technical skills to do their work, there was sometimes a gap in analytical ability and understanding of possibilities for analysis that could come from the data sources and the software. • Since case management databases are essential for monitoring justice for children, it is imperative that all staff responsible for case management, and not just statistical officers, receive training in database management. Such training was not necessarily uniform and/or was inadequate. For example, social workers who use case management reported maintaining paper-based systems sometimes due to difficulties in putting information in computer systems. • Incentives can encourage staff use and innovation of electronic databases, yet these were rare across the different sectors responsible for justice for children. The Uruguayan police were an exception in successfully using sanctions and rewards to improve the quality of data entry. In some cases, promotion can be tied to staff meeting performance goals, but this was also not a common practice.
Data outputs, use and demand	<ul style="list-style-type: none"> • Overwhelmingly, data on justice for children are used to produce aggregate statistics, which may or may not be analysed for trends, improved resource distribution or other elements to strengthen services or programmes. There is very limited use of these data to plan, develop policies, hold institutions responsible for their progress and performance, or conduct institutional research. As mentioned above, data are not perceived as a strategic asset. • While little internal demand for data exists, with some institutions not even requiring annual statistical reporting of any sort, there are consistent external requests for evidence and information provided by administrative data on justice for children, including under the Universal Periodic Review, SDG monitoring and reporting, and progress monitoring for countries hoping to accede to an economic union such as the European Union. • Citizens do not consistently demand statistics to hold their governments accountable and transparent. Subsequently, open data access was quite limited. There were very few, if any, complaints about this. In rare cases, institutions do not make public significant amounts of statistical reports derived from administrative data. When institutional websites are active, they usually post only the last annual report and very little other information. This is changing, however, with increased use of web- or cloud-based platforms using dashboard intelligence software that provides easy-to-read diagrams of key performance indicators, as well as user-friendly system interfaces, both for internal users and for visitors on the web. • In some countries, media who gain access to data through legal inquiries have been known to exploit statistics, as can other actors, including to foment fear and division. On the other hand, the media can play an important role in revealing gaps and leading progressive change in collecting and reporting on administrative data.
Resources and sustainability	<ul style="list-style-type: none"> • Many countries have largely relied on donor funds to establish electronic database systems. This may require the recipient government to purchase proprietary database software from the country donating the funds. Proprietary systems can be very costly, with additional expenses incurred from maintenance and changes to the system, usually performed by the proprietor. These costs can be difficult to sustain. Additionally, such systems tend to be inflexible, whereas a country newly developing its systems needs software flexibility to adapt to unanticipated ideas and needs. • Few governments and ministries/departments responsible for establishing and maintaining these database systems incorporated budget lines for their maintenance (or establishment, as mentioned above), resulting in a scramble for funding to make adaptations, upgrades or to service ICT systems.

Conclusion



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Many government agencies have limited resources to carry out their core mandates related to justice or providing services to children, and even more limited resources to build or improve data management systems for research and statistical purposes. Other agencies may be data rich, but information poor, owing to low prioritization of improved information systems and the limited use of administrative data.

Strategic investments like those presented here improve the availability, quality and use of administrative data on justice for children, while also demonstrating the potential for countries to take definitive steps towards strengthening judicial systems – and thereby fulfilling the rights of every child who comes in contact with the law.

Annexes

Annex 1. Glossary

Access to justice²⁰

Access to justice refers to the ability to obtain a just and timely remedy for violations of rights as put forth in national legislation and international norms and standards. It applies to civil, administrative and criminal spheres of national jurisdictions, including customary and religious justice mechanisms, international jurisdictions and alternative and/or restorative dispute resolution mechanisms. Access to justice incorporates all relevant judicial proceedings that affect children, without limitation, including children alleged as/accused of/recognized as having committed an offence, victims and witnesses, as well as children coming into contact with the justice system for other reasons, such as their care, custody or protection.

Administrative data

Administrative data refer to the data collected and used primarily for administrative purposes, and not research purposes (as opposed to survey data). This information is generated by government agencies and public/private sector organizations that keep records of the services they deliver and processes they register. Administrative data are usually collected for a population (including specific categories of the population) and not a random sample. Among other purposes, these data can be used to produce statistics to inform policymaking (crime rates, for example), track the flow of goods or people across jurisdictions (trade flows, for example), administer benefits such as pensions or welfare payments, bill customers for services rendered and plan or budget for projects.

Administrative data source²¹

Administrative data sources refer to the organizations that collect administrative data, or the database or collection system used by such an organization to record administrative data. Sources of administrative data can be broken down into distinct administrative systems or sectors:

- Health (such as medical centres, hospitals and emergency services)
- Justice (such as courts; prosecution offices; criminal, administrative and civil justice; corrections centres; diversion programmes)
- Police (such as specialized juvenile; victim service specialized; levels – district, region; national police units)
- Social services, including support and assistance (such as victim support services, shelters, psychosocial counselling, legal aid and assistance, helplines) and social welfare (such as child protection programmes and social welfare benefits)
- Others, including civil society organizations and privately owned organizations providing assistance to victims and child protection (such as shelters, orphanages, reintegration and rehabilitation programmes)
- Government organizations that do not fall under the categories above, such as the ministry of education or the ministry of employment.

Alternative care

When children are not able to be cared for by their parents or wider family networks, other forms of temporary care, called alternative care, may be found. This includes kinship care, short- and long-term foster care, residential care facilities and, for older children, supervised independent living.

Alternatives to custodial sentences or alternatives to deprivation of liberty

The institutionalization of children should generally be avoided. Apart from human rights concerns, custody is often counterproductive when used as a measure to re-educate children. The Beijing Rules²² list various dispositions that can be applied to children. These options, such as probation, community service orders, financial penalties, compensation and restitution, intermediate treatment and other treatment orders, and orders to participate in group counselling and similar activities, may equally be applied to adults. Under the Beijing Rules, alternatives for children emphasize “care, guidance and supervision orders” (Rule 18.1(a)), as well as “orders concerning foster care, living communities or other educational settings” (Rule 18.1(c)). These dispositions underline the particular importance of welfare-oriented alternatives to sentences of imprisonment for children.

Child

A child is a person below the age of 18 years, according to the legal definition of the Convention on the Rights of the Child, which has been domesticated in many national laws.

Child custody and access

This is a legal concept that states which parent or other person is responsible for the child’s care. Parental responsibility may or may not be part of the agreement. It will include making day to day decisions involving the child, including his or her education, religion and health care. There are different types of custody that involve shared or sole caregiver decision-making and shared or sole caregiver living arrangements for the child. Access is the right of parents whose children do not live with them to visit or spend time with their children.



Child maintenance	This refers to money paid as child support. A maintenance order is an order of the court that sets out the amount and details of support that a parent, spouse or other party must pay.
Child protection	Child protection refers to the prevention of and response to abuse, neglect, exploitation and violence against children. Reaching children who are especially vulnerable to rights violations, such as those living without family care or in detention, is another important component of child protection.
Child-sensitive	This denotes an approach that gives primary consideration to a child's right to protection, and takes into account a child's individual needs and views.
Child victims and witnesses of crime	Child victims and witnesses are persons under the age of 18 years who are victims or witnesses to a crime, regardless of their role in the offence or the prosecution of the alleged offender. This means a child is still a victim or a witness whether or not she or he testifies. This does not include children in contact with the law for reasons concerning their care where abuse is not alleged, or for custody or administrative processes undertaken for their protection.
Children in conflict with the law	Any child who is in conflict with the law before the age of 18 years at the time that she or he is alleged to, recognized as, or found to have committed a criminal offence.
Children in contact with the law	Any child who comes into contact with the judicial system as an alleged offender, a victim and/or a witness, as well as a party (directly or indirectly affected by outcomes) to a civil or administrative process. This includes a child's contact with criminal, civil and administrative law.
Civil law	Civil law usually addresses private disputes between persons or organizations. A civil case begins when a person or entity, such as a corporation or government, in most jurisdictions called the plaintiff, claims that another person or entity, in most jurisdictions referred to as the defendant, has failed to carry out a legal duty owed to the plaintiff. The plaintiff may ask the court to tell the defendant to fulfil the duty or make compensation for the harm done, or both.
Criminal law and criminal procedure code	Criminal law and the criminal procedure code regulate which acts are criminal offences and how lawbreakers are caught, tried and punished. It protects individuals and society from acts that can result in harm to others. In some criminal cases, there may not be a specific victim. For example, police arrest and prosecute people accused of violating laws against driving while intoxicated because society regards that as a serious offence that can result in harm to others.
Data linkage	Data linkage is a method of finding records in a dataset that refer to the same person/entity across different data sources, bringing information together about the same person or entity to create a new, richer dataset. Record linkages are necessary to join datasets for entities/persons who may or may not share a common identifier, such as national identification number. Data linkage is usually done by assigning an identifying number to each person in each dataset and storing a set of links to all records for the person.
Database	A database is an organized and structured collection of data that is usually stored and accessed electronically, but sometimes datasets are held in paper files.
Diversion	Diversion involves removal from criminal justice processing and, frequently, redirection to community support services. This practice mitigates the negative effects of subsequent proceedings in justice administration (for example, the stigma of conviction and sentence). In many cases, non-intervention is the best response, especially where the offence is of a non-serious nature and where the family, the school or other informal social control institutions have already reacted, or are likely to react, in an appropriate and constructive manner. Diversion may be used at any point of decision-making by the police, the prosecution or other agencies, such as the courts, tribunals, boards or councils. It may be exercised by one authority or several or all authorities, according to the rules and policies of justice systems. It need not necessarily be limited to petty cases, thus rendering diversion an important instrument. Diversion of offenders from the criminal justice system is a strategy particularly applicable to children. The Beijing Rules provide specifically that "[c]onsideration shall be given, wherever appropriate, to dealing with juvenile offenders without resorting to a formal trial" (Rule 11.1). The police and the prosecution or other agencies are directed to ensure that this occurs (Rule 12.2).


Forced choice fields

These refer to data input fields embedded in software that restrict input to a specific list in order to eliminate typos, different ways of writing data and invalid data input. The software developer populates a controlled list, from which users then select a value.

Indicator

This is a quantitative or qualitative factor or variable that provides a simple and reliable means to measure a particular attribute, to measure achievement, to reflect trends and changes and to help assess the performance of an organization, agency or whole system, such as the justice system.

Informal, traditional or customary justice systems

Customary, traditional or informal justice refers to non-state justice mechanisms, including the whole range of traditional, customary, religious and informal mechanisms that deal with disputes at community levels.

Integration

Data integration is a seamless and fully functional 'one database' system. Instead of having to transfer information between different systems, the single system contains the same codes and information in all different institutional records. Each different institution provides the pieces of a single database, allowing for real-time reporting. Additionally, since integrated data share the same codes, errors are reduced, as are work hours, because there is no need to develop and use bridges between databases.

Interface

A data interface is a bridge that allows two different programmes to share information with one another, even when the information comes from different sources using different programming languages. The additional step in accessing information means data cannot be 'synced' in real time. A good interface permits sharing of microdata with the establishment of common identifiers at individual levels.

Interoperability

Interoperability describes systems that work together in their existing states, with different software. An 'interface' is usually required to link different databases by automatically translating/interpreting different codes to enable exchange and extraction.

Justice for children

Justice for children refers to child-friendly systems that benefit all children in contact with the justice system, and ensure that children are well served and protected. Child-friendly systems ensure that justice mechanisms operate in the best interest of the child and take into account the child's age and development stage, such as by promoting alternatives to detention, establishing restorative justice and diversion programmes, and training justice actors in child rights and protection, including traditional or customary justice mechanisms. Key rights are outlined in the Convention on the Rights of the Child. This term may be used interchangeably with 'child justice'.

Justice process

This encompasses the detection of a crime, the making of the complaint, the investigation, the prosecution, and trial and post-trial procedures. Justice processes refer to all cases, whether handled in a national, international or regional criminal justice system for adults or juveniles, or in customary or informal justice systems.

Juvenile justice system

Juvenile justice refers to a system of justice dedicated to children alleged as, accused of or recognized as having infringed the penal law system. While the juvenile justice system may be similar to that of adults in that processes include arrest, detainment, petitions, hearings, adjudications, dispositions, placement, probation, and reintegration, among others, the juvenile system operates under the premise that children are fundamentally different from adults. Ideally, juvenile justice systems are not primarily punitive, and recognize the need to address rehabilitation and reintegration into the community, in addition to maintaining public safety.

Macrodata or system-level and aggregated data

Aggregated data and system-level data are the two subtypes of macrodata. Aggregated data refer to the combining of individual or lower-level unit information into a summary of different properties, for example, an aggregate number of all children charged with an offence who were female versus male. System-level macrodata reveal information about properties of the political system or the state or some other system, and are not based on summaries of different properties at lower levels. Instead, they measure the characteristics of higher-level units such as the relative power of each institution responsible for record-keeping on justice for children.

Masterlist

This refers to the list that contains all the indicators, divided by themes, developed for the particular topic, in this case, justice for children.





Metadata	Metadata describe other data. They summarize basic information about data, which makes finding and working with particular data easier. For example, the author, date created, date modified and file size are examples of very basic document metadata. Having the ability to filter through metadata makes it much easier to locate a specific document or record. Metadata are used for images, videos, spreadsheets and web pages as well as document files. Metadata can be created manually or by automated information processing. Manual creation tends to be more accurate and allows for the development of relevant categories that may be more complicated than the elementary information produced by automated metadata creation.
Microdata	Microdata are the data or information collected on individuals from governmental administrative systems and registers. Microdata can generally be described as individual-level data. In each dataset, one row typically represents an individual person, and each column refers to an attribute such as age or sex/gender, and so on.
Performance or outcome indicators	These two terms are used interchangeably to signify quantitative or qualitative measurement by which the performance, efficiency or effectiveness of an organization, intervention or person can be assessed by comparison with agreed standards or targets.
Qualitative data	This information is used to exemplify an interpretation or analysis that is not quantified.
Quantitative data	These are data to which a measure can be attached that can be quantified numerically.
Records	Records are any type of recorded information that is created, received or maintained by a person, institution or organization. They are purposefully created to document transactions, communicate thoughts, substantiate claims, advance explanations, offer justifications and provide lasting evidence of events. In juvenile justice, records are often kept at the individual level for each child in a corrections centre and for each child under a probation order. Child victims and witnesses may have individualized records kept if they were put into alternative care, or received medical or psychosocial attention and services. These records form part of the administrative data sources on justice for children.
Reliability	This reflects the consistency or dependability of data, with reference to the quality of the instruments, procedures and analyses used to generate indicators.
Restorative justice	Restorative justice is an approach to justice that focuses on addressing the harm caused by crime, while holding the offender responsible for his or her actions. It provides an opportunity for the parties directly affected by the crime – victims, offenders and communities – to identify and address their needs in the aftermath. Restorative justice is based on an understanding that crime is a violation of people and relationships. The principles of restorative justice are based on respect, compassion and inclusivity. Restorative justice encourages meaningful engagement and accountability, and provides an opportunity for healing, reparation and reintegration. Restorative justice processes take various forms and may take place at all stages of the criminal justice system. Perhaps the best-known practices involve victim-offender mediation, sentencing circles, and family or indigenous justice processes.
Skip logic	Skip logic is a software programming feature that directs the respondent/user to a new field in a way that depends upon the response to a question. It can also be used to bar respondents/users from moving on in a survey or record that is being completed. It is a useful feature for minimizing errors that come from missed or incomplete responses.
Statistical indicators	These represent statistical or quantitative data for a specified time, place or any other relevant characteristic.
Survey data	This is the information that results from the systematic sampling of respondents. Information from surveys is used to make inferences about the whole population (it may be prevalence data).
Validity	This indicates the extent to which an indicator or the data upon which it is based measure what they purport to measure.
Variables	The numerators and denominators that make up an indicator may be referred to generically as variables.

Annex 2. A review of existing core indicators on justice for children

Indicators are indirect measures of elements that, taken together, can measure trends over time and progress towards specific goals and objectives. Indicators are usually high-level measures that allow the analysis of complex information to produce easily interpreted statements related to change over time in a number of different aspects of the justice system's performance in relation to children. The most useful performance indicators will be those linked to values, goals, activities and outcomes.

Mapping of indicators in use

The juvenile justice indicators below were developed by UNICEF and UNODC, and comprise 11 quantitative and four policy indicators relevant for children in conflict with the law.²³ Four quantitative and one policy indicator are classified as 'core', meaning that every country should be able to report on them.

These indicators have set a standard for the minimum collection of data associated with children in conflict with the law. The SDGs, adopted by all United Nations Member States in 2015, propose further action on justice for children, especially under SDG 16, "promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels".²⁴ The domestication of the

Convention on the Rights of the Child and other justice for children instruments through legislation on child rights and juvenile justice has also pushed states to monitor the rights of juveniles in relation to legal representation, diversion and alternative sanctions, and rehabilitation or reintegration programming. Child victims are also receiving more attention, at least at the level of legislation, and their rights to legal representation, participation, access to services and support, and access to remedies and reparations should also be monitored.

UNICEF and UNODC have developed global outcome indicators to track progress towards SDG 16. The *SDG16+ Progress Report 2019* notes that the 12 targets for this goal have now incorporated an additional 24 targets from seven other SDGs, bringing the total number of targets to 36 and the total number of indicators to measure these targets to 33.²⁵ Not all indicators are intended to be extracted from administrative databases. In fact, many data are likely to come from sources such as surveys. The table below includes the indicators most relevant to justice for children that are extractable from administrative datasets. While age disaggregation is not required for each indicator, in order to measure progress towards targets in the area of child justice, age stratifiers, at the very least, should be included in the datasets.

Excerpt from the *Manual for the Measurement of Juvenile Justice Indicators*, UNICEF and UNODC, 2006

No.	Indicator	Definition
Quantitative indicators		
1	Children in conflict with the law	Number of children arrested during a 12-month period per 100,000 child population
2	Children in detention (CORE)	Number of children in detention per 100,000 child population
3	Children in pre-sentence detention (CORE)	Number of children in pre-sentence detention per 100,000 child population
4	Duration of pre-sentence detention	Time spent in detention by children before sentencing
5	Duration of sentenced detention	Time spent in detention by children after sentencing
6	Child deaths in detention	Number of child deaths in detention during a 12-month period per 1,000 children detained
7	Separation from adults	Percentage of children in detention not wholly separated from adults
8	Contacts with parents and family	Percentage of children in detention who have been visited by, or visited, parents, guardian or an adult family member in the last 3 months
9	Custodial sentencing (CORE)	Percentage of children sentenced receiving a custodial sentence
10	Pre-sentence diversion (CORE)	Percentage of children diverted or sentenced who enter a pre-sentence diversion scheme
11	Aftercare	Percentage of children released from detention receiving aftercare
Policy indicators		
12	Regular independent inspections	Existence of a system guaranteeing regular independent inspection of places of detention Percentage of places of detention that have received an independent inspection visit in the last 12 months
13	Complaints mechanism	Existence of a complaints system for children in detention Percentage of place of detention operating a complaints system
14	Specialized juvenile justice system (CORE)	Existence of a specialized juvenile justice system
15	Prevention	Existence of a national plan for the prevention of child involvement in crime

Selected SDG 16 targets and indicators relevant to justice for children²⁶

Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels	
Relevant targets	Relevant indicators
16.1 Significantly reduce all forms of violence and related death rates everywhere	16.1.1 Number of victims of intentional homicide per 100,000 population, by sex and age 16.1.2 Conflict-related deaths per 100,000 population, by sex, age and cause 16.1.3 Proportion of population subjected to physical, psychological or sexual violence in the previous 12 months
16.2 End abuse, exploitation, trafficking and all forms of violence against and torture of children	16.2.1 Proportion of children aged 1-17 years who experienced any physical punishment and/or psychological aggression by caregivers in the past month 16.2.2 Number of victims of human trafficking per 100,000 population, by sex, age and form of exploitation 16.2.3 Proportion of young women and men aged 18-29 years who experienced sexual violence by age 18
16.3 Promote the rule of law at the national and international levels and ensure equal access to justice for all	16.3.1 Proportion of victims of violence in the previous 12 months who reported their victimization to competent authorities or other officially recognized conflict resolution mechanisms 16.3.2 Unsentenced detainees as a proportion of overall prison population
16.9 By 2030, provide legal identity for all, including birth registration	16.9.1 Proportion of children under 5 years of age whose births have been registered with a civil authority, by age
16.10 Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements	16.10.2 Number of countries that adopt and implement constitutional, statutory and/or policy guarantees for public access to information
16.a Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime	16.a.1 Existence of independent national human rights institutions in compliance with the Paris Principles

Since SDG 16 is not directly focused on justice for child victims, witnesses and children in conflict with the law, it does not provide a comprehensive set of indicators. The indicators under SDG 16 are lacking in terms of juvenile justice and child-friendly justice procedures and institutions. The original UNICEF/UNODC juvenile justice indicators and the subsequent country or regional indicators for juvenile justice reviewed below have a much stronger emphasis on juvenile justice targets.

In 2013, to assist with monitoring the implementation of the Juvenile Justice Law in Montenegro, 20 new indicators were proposed. These are described in the following table.

Twenty proposed indicators for monitoring the implementation of the Juvenile Justice Law and related metadata in Montenegro, 2013

No.	Indicator	Definition	Source	Database
1	Children and juveniles in conflict with the law	Number of children and juveniles who have been criminally reported during a 12-month period	Public Prosecution	Judicial Information System
2	Juvenile's right to an attorney	Percentage of criminally reported juveniles having their attorney present at the interview at the prosecution office (police station)	Public Prosecution, Bar Association	Judicial Information System
3	Juveniles in custody during preliminary investigation	Percentage of juveniles in custody during preliminary investigation in total juvenile population	Courts, Public Prosecution, Police Directorate	Judicial Information System, Police Directorate
4	Duration of juvenile custody during preliminary investigation	Time spent in detention by children in custody during preliminary investigation	Courts, Public Prosecution, Police Directorate	Judicial Information System, Police Directorate
5	Diversion measure – warning	Percentage of juveniles given the diversion measure warning to divert from court proceedings or to suspend a proceeding, by the public prosecutor	Public Prosecution, Police Officer	Judicial Information System
6	Diversion measure – attendance order	Percentage of juveniles given the diversion measure attendance order to divert from court proceedings or to suspend a proceeding, by the public prosecutor	Public Prosecution	Judicial Information System
7	Pre-sentence diversion (mediation)	Percentage of juveniles reported for crimes who have been directed by the public prosecutor to a mediation procedure	Public Prosecution, Centre for Mediation	Judicial Information System
8	Effectiveness of pre-sentence diversion (mediation)	Percentage of reported juveniles directed by the public prosecutor to a mediation procedure for whom the procedure has come to completion with a written agreement	Public Prosecution, Centre for Mediation	Judicial Information System
9	Pre-sentence diversion (attendance in school or going to work regularly)	Percentage of juveniles and children ²⁷ reported for a crime who have been given diversion measure in the form of attendance in school or going to work regularly by the public prosecutor	Public Prosecution	Judicial Information System



◀ (continued)

No.	Indicator	Definition	Source	Database
10	Juveniles in pre-sentence detention	Percentage of juveniles in pre-sentence detention in total juvenile population	Courts, Public Prosecution, Police Directorate	Judicial Information System
11	Criminal sanction: juveniles sanctioned by correctional (educational) measures	Percentage of juveniles who have received criminal sanction by correctional (educational) measures in a 12-month period	Courts	Judicial Information System
12	Criminal sanction: non-custodial sentencing – referral to community-based correctional facility	Percentage of sentenced juveniles receiving a non-custodial sentence, referral to a community-based correctional facility, in a 12-month period	Courts, Ministry of Justice	Judicial Information System
13	Criminal sanction: juveniles in juvenile prison	Percentage of juveniles in detention in total juvenile population	Courts, Ministry of Justice, State Statistical Office, Criminal Sanctions Information System	Judicial Information System
14	Security measures received by juveniles	Number of juveniles receiving security measures during a 12-month period	Public Prosecution, Courts	Judicial Information System
15	Access to probation-conditional release from community-based correctional facility and correctional home	Percentage of juveniles serving sentence in a community-based correctional facility or correctional home who have been admitted to probation	Courts, Correctional Facilities	Judicial Information System, data management system at the Ministry of Social Affairs ²⁸
16	Duration of criminal proceedings against juveniles	Percentage of time to start and finish the criminal proceedings against juveniles in a 12-month period	Courts	Judicial Information System
17	Recidivism of juveniles who have completed a diversion measure	Percentage of juveniles who have completed a diversion measure and have been criminally charged within the next year after release	Courts, Public Prosecution	Judicial Information System
18	Recidivism of juveniles who have received criminal sanctions	Percentage of juveniles who have served a criminal sanction and have been criminally charged within the next year after release	Courts, Police Directorate, Public Prosecution	Judicial Information System
19	Aftercare for juveniles released from juvenile prison	Percentage of juveniles released from juvenile prison receiving structured aftercare in a 12-month period	Ministry of Social Affairs	Ministry of Social Affairs database
20	Child victims of criminal deeds	Number of children and juvenile victims of criminal deeds per 1,000 children/juvenile population	Ministry of Social Affairs	Ministry of Social Affairs database, Judicial Information System

In Uruguay in 2018, the Supreme Court of Justice, the Ministry of the Interior, the National Prosecutor's Office, the National Institute for Adolescents' Social Inclusion and UNICEF signed an inter-institutional agreement to create a single system of indicators to monitor and evaluate the juvenile justice system. The agreed quantitative indicators provide information about what happens with adolescents in conflict with the law, as well as how the system respects the legal framework that ensures their protection. The 34 data indicators are listed in the table below.

Uruguay inter-institutional agreement to monitor and evaluate indicators related to justice for children

No.	Responsible institution	Data collected	Disaggregation
1	Ministry of Interior/Police	Number of children detained by police for alleged criminal offences in a year	Sex, age, department (geographic)
2	Prosecution	Number of children alleged to have committed criminal offences reported to the National Prosecutor's Office in a year	Sex, age, department (geographic)
3	Prosecution	Number of criminal proceedings initiated against an adolescent in a year	Sex, age, department (geographic)
4	Prosecution	Number of requests for precautionary/preventive measures in a year (during preliminary hearing – can be remand, house arrest, etc.)	Custodial or non-custodial measure
5	Prosecution	Number of requests for alternative dispute mechanisms for adolescent cases (during preliminary hearing)	Sex, age
6	Prosecution	Number of cases involving adolescents where charges were filed in a year (preliminary hearing sent to trial)	Sex, age
7	Judiciary	Number of cases involving adolescents in a year where a criminal process was initiated	Sex, age
8	Judiciary	Number of adolescents subject to precautionary/preventive measures in a year (during trial)	Sex, age, type of infraction
9	Judiciary	Number of adolescents subject to custodial preventive measures in a year (during trial)	Sex, age, department (geographic)
10	Judiciary	Duration of trial involving adolescents from beginning to judgment, in days	–
11	Judiciary	Number of trials involving adolescents exceeding 90 days from beginning to judgment	Sex, age, department (geographic)
12	Judiciary	Number of adolescents judged guilty in a year	Sex, age, department (geographic)
13	Judiciary	Number of adolescents given custodial sentences in a year	Sex, age, department (geographic), type of infraction
14	Judiciary	Number of adolescents given semi-restricted (sleep in custody) sentences in a year	Sex, age, type of infraction
15	Judiciary	Number of adolescents given non-custodial sentences in a year	Sex, age, department (geographic), type of infraction and type of non-custodial measure

◀ (continued)

No.	Responsible institution	Data collected	Disaggregation
16	Judiciary	Duration of adolescent custodial sentence imposed, in months	Sex, age, department (geographic), type of infraction
17	Judiciary	Number of appeals against initiating a criminal process launched by adolescents' defence lawyers in a year	Type of defender (public or private)
18	Judiciary	Number of appeals against judgments launched by adolescents' defence lawyers in a year	Type of defender (public or private)
19	Judiciary	Number of adolescents whose criminal process culminates in a judgment not appealed by defence	Type of defender (public or private)
20	Judiciary	Number of acquittals of adolescents in a year	Type of defender (public or private)
21	National Institute for Adolescents' Social Inclusion	Number of adolescents registered in a year	Sex, age, department (geographic), type of infraction, type of measure
22	National Institute for Adolescents' Social Inclusion	Number of adolescents who enter in a year (count each adolescent once only)	Sex, age, department (geographic), type of infraction, type of measure
23	National Institute for Adolescents' Social Inclusion	Number of adolescents exiting the system in a year	Sex, age, department (geographic), type of measure
24	National Institute for Adolescents' Social Inclusion	Number of substitutions for custodial measures requested in a year	Sex, age
25	National Institute for Adolescents' Social Inclusion	Number of substitutions for custodial measures obtained in a year	Sex, age
26	National Institute for Adolescents' Social Inclusion	Number of licences/passes from custody requested in a year	Sex, age, type
27	National Institute for Adolescents' Social Inclusion	Number of licences/passes from custody obtained in a year	Sex, age, type
28	National Institute for Adolescents' Social Inclusion	Number of adolescents in the National Institute for Adolescents' Social Inclusion on 30 November	Sex, age, department (geographic)
29	National Institute for Adolescents' Social Inclusion	Number of adolescents in custody on 30 November	Sex, age, department (geographic), type of infraction
30	National Institute for Adolescents' Social Inclusion	Number of adolescents completing juvenile precautionary/preventive measures on 30 November	Type of measure (custodial or non-custodial), type of infraction, type of infraction according to measure
31	National Institute for Adolescents' Social Inclusion	Number of adolescents in the custody of the National Institute for Adolescents' Social Inclusion on 30 November	Sex, age, department (geographic), type of infraction



◀ (continued)

No.	Responsible institution	Data collected	Disaggregation
32	National Institute for Adolescents' Social Inclusion	Number of adolescents completing non-custodial measures on 30 November	Sex, age, department (geographic), type of infraction
33	National Institute for Adolescents' Social Inclusion	Number of adolescents completing a custodial sentence who are attending school/receiving formal education	Sex, age
34	National Institute for Adolescents' Social Inclusion	Number of adolescent deaths while in custody in a year	Sex, age, cause

UNICEF's Latin America and Caribbean Regional Office has been working on 10 basic indicators for constructing a juvenile justice criminal information system.²⁹ These indicators are specific to the juvenile justice system and do not include children in civil or administrative justice processes, nor does the list incorporate child victims or witnesses to criminal offences.

Indicators proposed by the UNICEF Latin America and Caribbean Regional Office for the juvenile justice criminal information management system

Indicators

- 1 Number of children under 18 years
- 2 Number of children detained by the police for alleged criminal offences in a year
- 3 Official number of reports to judicial authorities of police detentions of children in a year
- 4 Number of criminal proceedings initiated against children under 18 years, disaggregated by age and sex, in a year
- 5 Number of judicial cautions of children, disaggregated by age, sex and type of offence, including deprivation of liberty and without deprivation of liberty, in a year
- 6 Number of sentences of adolescents, disaggregated by type (with or without deprivation of liberty), age, sex and type of offence
- 7 Total number of children deprived of liberty, disaggregated by age, sex, reason for deprivation (caution or sentence) and type of offence (snapshot)
- 8 Number of children serving a sentence with deprivation of liberty and without deprivation of liberty, disaggregated by age, sex and type of offence (snapshot)
- 9 Homicide rate
- 10 Existence of an official, independent monitoring mechanism for children in detention

The UNICEF indicators above and the proposed indicators in Montenegro, with the exception of one indicator on child victims, do not include any measures of justice for children who are victims and/or witnesses to crime or children who are parties to or affected by administrative and civil processes. UNICEF recently commissioned a report, *Data on Children's Access to Justice: Summary of reports submitted by national statistical systems in the Europe and Central Asia Region*,³⁰ that examines access to justice in relation to child victims and/or witnesses. There are 15 quantitative indicators, including 4 on child victims of crime and criminal justice, 2 on family law proceedings, 2 on judicial remedies for violations of the rights of children, 4 on ombudspersons and the rights of children, and 1 each on free legal aid, mediation and assistance provided to child victims of violence registered by health, social services or education systems. An assessment of whether or not data on these indicators are collected and with what accuracy resulted in recommendations that some indicators be removed from the list. These indicators have very little or no data or are not useful for measurement. The following table lists the indicators in their original form, without taking into account changes recommended by the UNICEF report.

TransMonEE indicators on justice for child victims and parties to disputes

Crimes against children

Number of cases of physical, sexual or other violence against children reported or registered by child welfare, health or other authorities during the year

Number of cases of crimes against children registered by the police during the year

Number of registered crimes against children brought to trial during the year

Number of criminal convictions during the year in which the victim was a child

Number of child victims of violence provided with medical, psychological, social or other assistance in recovery during the year

Family law cases

Number of court cases affecting children decided during the year

Number of court cases affecting children decided during the year in which the child or children concerned were heard, either directly or through a representative

Civil cases

Number of cases filed with any court during the year, in which a child or representative of a child or children sought a remedy for violation(s) of the rights of a child

Number of court cases decided during the year in which a child obtained a remedy for a violation of his or her rights

Legal aid and legal representation

Number of children suspected or accused of a crime and child victims of crime who benefited from legal aid or legal representation during the year

Complaints to the ombudsperson or human/child rights commission

Number of complaints brought to the ombudsperson's office by children during the year

Number of complaints brought to the ombudsperson's office on behalf of a child or children during the year

Number of complaints made by children or their representative to the ombudsperson's office, during the last year, that were investigated and resolved within six months

Number of complaints resolved by the adoption of a recommendation that the child be given a remedy, and in which the child or children concerned actually obtained a remedy or reparation

Mediation

Number of cases involving children submitted for mediation during the year

The European Commission has established an online database for its members to collect data on children's involvement in judicial proceedings in the European Union, in support of the implementation of the Commission's Agenda for the Rights of the Child (2011). The Agenda pointed to the lack of reliable, comparable and official data on the situation of children in judicial proceedings in member states. The indicators in the database are quite comprehensive and consider juvenile justice, child victims, and children involved in civil and administrative justice processes. The contextual indicators for children involved in civil and administrative justice processes are much more comprehensive than the indicators noted above. The table below lists the general themes captured by the database, without going into detail on specific indicators found within each theme.

European Union Open Data Portal: Children's involvement in civil and administrative justice³¹

Theme
General population statistics
Divorce
Custody
Parental abductions
Enforcement of court decisions
Child protection
Adoption
Succession
Asylum
Free movement of European Union citizens
Migration
Education
Employment
Mental health
Administrative sanctions (antisocial behaviour)
Healthcare
Child maintenance
Affiliation proceedings
Children with court-appointed guardians

Endnotes

- 1 Duran, F., S. Wilson and D. Carroll, 'Putting Administrative Data to Work: A toolkit for state agencies on advancing data integration and data sharing efforts to support sound policy and program development', Child Health and Development Institute of Connecticut, Farmington, 2005, p. 7.
- 2 United Nations Children's Fund and United Nations Office on Drugs and Crime, *Manual for the Measurement of Juvenile Justice Indicators*, UNODC, Vienna, 2006.
- 3 Judicature and Application of Laws (Practice and Procedure of cases involving vulnerable groups) Rules GN. 110 of 2019.
- 4 Public Health Agency of Canada: *A pathfinding country: Canada's Road Map to End Violence Against Children*, Ottawa, 2019.
- 5 Information provided at a workshop held on 4 June 2019 with CCJCSS.
- 6 Note that once the new Judicial Information System is online, the system for both the courts and the prosecution will become an electronic web- or cloud-based platform.
- 7 The new system for the judiciary will be a fully electronic intranet system, but it is currently operating with the old system, a mix of the Statistical Package for the Social Sciences programs and paper case files.
- 8 The prosecution services are not integrated into the CCJCSS system in Canada, so their database system is currently unknown.
- 9 While there is an electronic internal system that permits real-time reporting, the intranet platform it uses does not work consistently, so juvenile registration systems rely on manual report compilation and delivery, although sometimes email can be used.
- 10 Montenegro is too small for an indicator to be measured per 100,000 persons (its total population is approximately 650,000). This is an example of each country adapting the list of indicators to suit its particular context.
- 11 In some countries, police can use their discretion to determine if a child should be offered diversion instead of being charged with an offence for petty crimes and becoming a first-time offender. Informal police diversion is usually composed of warnings, cautions (formal and informal), and police settlement processes bringing together the child with the victim, for example, in a case of petty theft at a market. The child and his/her parent or guardian, along with the victim of the offence, must agree to meet for informal settlement discussions. There will be certain offences, such as violent and sexual offences, that will not be appropriate for informal diversion by the police. Police in other countries are not authorized to make decisions about informal diversion; instead, the prosecution service decides when this is appropriate.
- 12 Terms of Reference of the National Justice Statistics Initiative, accepted 21 June 2010.
- 13 The Open Government Partnership website, <www.opengovpartnership.org/>, accessed 4 May 2019.
- 14 National Crime Records Bureau, 'Crime in India: Statistics', 2016, <<https://ncrb.gov.in/sites/default/files/Crime%20in%20India%20-%202016%20Complete%20PDF%20291117.pdf>>, accessed 3 October 2019.
- 15 National Crime Records Bureau brochure, <<http://ncrb.gov.in/>>, accessed 15 June 2019.
- 16 TransMonEE website, <<http://transmonee.org/about/>>, accessed 17 June 2019.
- 17 Princeton University, 'Transforming the Courts: Judicial sector reforms in Kenya, 2011–2015', <https://successfulsocieties.princeton.edu/sites/successfulsocieties/files/MG_OGP_Kenya.pdf>, accessed 6 May 2019.
- 18 Kapama, F., 'Tanzania Judiciary Goes Modern, Embraces ICT', *Tanzania Daily News*, 7 February 2019, <<https://allafrica.com/stories/201902070095.html>>.
- 19 Government of Canada, *Report to the Clerk of the Privy Council: A Data Strategy Roadmap for the Federal Public Service*, Ottawa, 2018.
- 20 United Nations Human Rights Council, Access to Justice for Children: Report of the United Nations High Commissioner for Human Rights, A/HRC/25/35, 16 December 2013.
- 21 Adapted from United Nations Children's Fund, *Strengthening Administrative Data on Violence against Children: Challenges and promising practices from a review of country experiences*, UNICEF, New York, 2020.
- 22 These are the United Nations Standard Minimum Rules for the Administration of Juvenile Justice.
- 23 United Nations Children's Fund and United Nations Office on Drugs and Crime, *Manual for the Measurement of Juvenile Justice Indicators*, 2006, p. 5.
- 24 United Nations, 'Transforming Our World: The 2030 Agenda for Sustainable Development', UN General Assembly Resolution A/RES/70/1, 21 October 2015, <www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E>.
- 25 Institute for Economics and Peace, *SDG16+ Progress Report 2019: A comprehensive global audit of progress on available SDG16 indicators*, Institute for Economics and Peace, Sydney, 2019, p. 2.
- 26 United Nations, 'Transforming Our World: The 2030 Agenda for Sustainable Development', UN General Assembly Resolution A/RES/70/1, 21 October 2015, <www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E>.
- 27 This indicator should be calculated separately for children and juveniles.
- 28 The Ministry of Social Affairs is the government institution responsible for providing protection, intervention, aftercare and follow-up to child victims, witnesses, and children accused of and responsible for a crime. This institution may be known as the Ministry of Social Welfare or Child Protection, in some cases. The name of the institution is less important here than its function.
- 29 UNICEF Latin America and Caribbean Regional Office, 'Sistemas de Información sobre Justicia Penal Juvenil – Documento de Trabajo', Panama, June, 2018.
- 30 United Nations Children's Fund, 'Data on Children's Access to Justice: Summary of reports submitted by national statistical systems in the Europe and Central Asia Region', 2018, <http://transmonee.org/wp-content/uploads/2018/09/A2J-CAR-report-final-draft_ENG.pdf>.
- 31 The European Union Open Data Portal provides information by country on data collected in specific areas. The themes listed are fairly comprehensive; no member state provides data on all of these themes. To review statistics by country, visit: <<https://data.europa.eu/euodp/en/home>>.

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