

**DEVELOPMENT PLAN FOR REDUCTION OF
JUVENILE DELINQUENCY 2007-2009**

Tallinn 2006

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Summary

Juvenile delinquency is an area which has been given close attention over the past few years in Estonia as well as other countries. The European Crime Prevention Network (EUCPN) has declared prevention of juvenile delinquency one of its priorities and working with young people and preventing their offences is also the priority field in the legal, educational and social systems in the Republic of Estonia.

This Development Plan has been drawn up based on the key developments in juvenile delinquency over the past few years, i.e. juvenile delinquents are becoming younger and the recidivism of juvenile delinquents is showing a growth tendency.

According to the police and Juvenile Committees, juvenile delinquents are mostly male, but the data on recent years is showing increasing contacts with females as well. According to Juvenile Committees, the problems of female juvenile delinquents are more serious in essence.

As for interventions aimed at minors it can be said that the former model of early intervention and case management, which is also favoured by other European states in their prevention efforts, still requires development in Estonia. We need to train youth specialists and parents as well as develop balanced regional networking.

The system of the service providers of sanctions against minors needs to be reorganised (incl. the system of management of the Juvenile Committees, monitoring the effectiveness and efficiency of sanctions) and the same goes for the work of schools for students who need special treatment due to behavioural problems.

The entire set of problems specified above has led to drawing up this Development Plan and the overall goal of the Development Plan is to reduce juvenile delinquency, incl. repetitive offences by minors and improve the prevention work performed with regard to minors.

To achieve the overall goal, the Development Plan stipulates the following four sub-goals and, respectively, measures.

1. Improvement of prevention work by way of increasing the awareness and changing the attitudes of the population.

This goal focuses on ensuring broader awareness of juvenile delinquency issues. The measures include supporting crime prevention project initiatives, gathering prevention information and dissemination thereof through relevant web environments (e.g. crime prevention web), lectures by the police and other agencies in schools of general education, broader adoption of the School Peace programme as well as increasing the competence of prevention specialists, teachers and producers of reference books through development of training activities and methodological materials.

2. Improving availability of social and educational prevention measures.

In order to ensure better availability of social and educational prevention measures the skills of specialists working with children and the skills of parents in noticing problem children and supporting networking will be improved. The number of child protection employees will be increased and the nature of the role of the case manager upon dealing with minors will be specified as well.

3. Improvement of the work of the Juvenile Committees and schools for students who need special treatment due to behavioural problems.

The third set of measures is aimed at young people belonging to risk groups and at agencies dealing with them. These are measures which comprise the development activities of the Juvenile Committees and special needs schools. As for Juvenile Committees, it is planned to organise their management system, introduce a monitoring system for evaluation of the effectiveness of sanctions and enter the data of the Juvenile Committees in the EISE database. During the period of implementation of the Development Plan closer attention is paid to training members of the Juvenile Committees and service providers of sanctions and ensuring the availability of sanctions (e.g. conciliation and probation).

As for special needs schools, it is planned to organise the system of reservation of student places and the procedure for bringing students to special needs schools, releasing them from special needs schools and the time of attendance of a special needs school. It is also planned to improve the study and non-study conditions of special needs schools and invest in in-service training of the personnel of special needs schools, in order to make the educational work of special needs schools more family-centred and more connected with the individual needs of minors through training employees. It is also planned to establish a system of follow-up probation for those who have left a special needs school.

4. Effective reaction of the legal system to juvenile offences.

In criminal proceedings effective reaction of the legal system to juvenile offences is expressed in the form of continued specialisation of officials. Furthermore, it is planned to initiate development of various instructive materials and standards in order to ensure special treatment of minors according to their age and specifics. Regular supervision over pre-trial proceedings of minors and the length of keeping minors in custody will be introduced as well. Resocialisation programmes aimed at minors in custodial institutions will be expanded as well (e.g. aggression replacement training and an anger management programme).

Introduction

This Development Plan to be approved by the Government of the Republic sets out the main goals for prevention and reduction of juvenile delinquency through 2007-2009 and specifies the required measures and resource needs. The Development Plan is based on a proposal for drawing up the Development Plan, which was approved by Order No. 165 of the Government of the Republic of 10 March 2006. The Development Plan has been drawn up in accordance with Regulation No. 302 of the Government of Republic of 13 December 2005 “Types of Strategic Development Plans and Procedure for Drawing up, Modification, Implementation, Evaluation and Reporting Thereof.”

Minors are one of the criminally most active age groups. Although police statistics show that the share of minors among persons who have committed crimes has been stabilising in Estonia over the recent years, the level of juvenile delinquency, when taking the absolute figures of offenders and crimes and the reduction of the share of young people in the population into account, is nevertheless worrying. It is alarming that the age of juvenile delinquents is decreasing, while their recidivism is increasing.

The issue of juvenile delinquency has been considered equally important by the Minister of Justice and the Minister of the Interior, who agreed on the joint priorities of the Prosecutor's Office and the police in August 2005. One of the joint priorities agreed on is the fight against crimes committed by and against minors.¹

The broader framework for planning crime prevention arises from the Guidelines for Development of Criminal Policy until 2010 and the Strategy for Ensuring Children's Rights until 2008. Moreover, various strategy documents for development of the environment where children are growing and youth work have been drawn up, which has also contributed to prevention of juvenile offences (see also subsection 1.1).

This Development Plan covers the prevention activities of various levels, incl. multi-stage intervention in the risk group and in the case of minors who have already committed offences. The Development Plan does not contain all the activities concerning the field (e.g. hobby education, broader youth work aimed at all young people), but focuses primarily on the most pressing problems in the coming years.

The work with a juvenile delinquent is a lot more complicated than the work with an adult. Therefore it is important that upon implementation of the activities set out in the Development Plan the general principles of child protection² such as subsidiarity, the multi-stage nature of services, family partnership and networking is followed. Upon shaping the policy, survey and analysis results will certainly be taken into account – in foreign countries one of the central principles of crime prevention is to evaluate the suitability of the policy and measures with the help of surveys.

Upon drawing up the Development Plan, it was relied on various analyses and surveys. For instance, criminal policy surveys published by the Ministry of Justice (Overview of Strategies and Programmes for Reduction of Juvenile Delinquency in the World. Triin Edovald. 2005; Young People with Behavioural Difficulties and Sanctions Imposed on Them by Juvenile Committees. A. Tiko, I.-E. Rannala. 2006), activity analyses of special treatment of minors and the Criminal Policy Department as well as the results of the special needs schools survey by the Ministry of Education and Research were used as input. Upon using the data, it was relied primarily on police statistics, the State Register of Criminal Matters, State Register of Court Judgments and the statistics of the Juvenile Committees. For the purpose of compilation of the Development Plan the development plans for reduction of juvenile delinquency in various countries³ were analysed and the

¹ Laulasmaa Declaration of common priorities.

² Child protection concept.

³ In the Netherlands: Action Programme for the Approach to Juvenile Crime 2003-2006; in Great Britain: Targets for the Youth Justice System Providers 2006-2008, Corporate and Business Plan of Youth Justice Board 2006-2008, A

recommendations given in the guidelines of the UN and EU were taken into account (see also subsection 1.3).

The main issues discussed in the Development Plan are as follows.

- **Noticing minors' problems early and more effective networking** in order to help the child. This should contribute to prevention of study and educational difficulties and reduce the probability that the child might develop antisocial and delinquent behaviour in the future.

- **Development of the system of the Juvenile Committees.** The system of the Juvenile Committees attends to approx. 4,000 juvenile delinquents per year. In order to help the young people who have been referred to the Committee refrain from turning to crime again, it is necessary to make the Committee system more effective. The Development plan stipulates various analyses, in order to initiate organisation of the network, management system and information environment of the Committees. To develop the existing system of Committees the financing will be revised, the work organisation will be elucidated and steps will be taken to improve the availability of sanctions.

- **Reorganisation of schools for students who need special treatment due to behavioural problems (hereinafter *special needs schools*).** According to various estimates, the effectiveness of special needs schools is quite low: a large portion of the former students of special needs schools has been punished for offences, does not study or work. In order to make the system of special needs schools more effective, the development plan wants to organise the infrastructure and pay attention to development of study and educational work, incl. establishment of a follow-up probation system. In the coming years, the schools will be differentiated.

- The Development Plan continues to emphasise the **importance of special treatment of minors in criminal proceedings** and the need to process juvenile offences quickly. Imprisonment of minors should be considered the last resort and only if any softer intervention has not put an end to the minor's criminal career.

The preparation of the Development Plan was coordinated by the Ministry of Justice and the plan was drawn up jointly with the Ministry of Education and Research (incl. the Estonian Youth Work Centre, the School Network Administration Bureau and the State Examination and Qualification Centre), the Ministry of the Interior (incl. the Personal Protection Service, police prefectures) and the Ministry of Social Affairs. For the purposes of the best expertise various interest groups and experts from research institutions were involved. First, working meetings for ministerial specialists were held and thereafter the most problematic issues were discussed in round tables. In the case of special needs schools it was relied on the results of the work group of special needs schools of the Ministry of Education and Research as well as on the results of regional round tables which focussed on the issues of special needs schools.

1. Key positions and subject matter of the Development Plan

1.1. Ties with other national strategic documents

The following strategy documents drawn up in Estonia are related to the field of juvenile offences.

Guidelines for Development of Criminal Policy until 2010⁴

The Guidelines for Development of Criminal Policy establish uniform criminal policy principles and long-term goals, i.e. a broader framework for shaping the criminal policy.

According to the guidelines, criminal proceedings with respect to a minor should be prompt and take into consideration the lawful interests of the minor. Upon imposing sentences or other sanctions on a minor the lawful interests of the minor and the opportunity to deter the minor from committing offences in the future shall be considered.

According to the Guidelines, the Ministries who have any obligations pertaining to the Guidelines for Development of Criminal Policy, which have not been stipulated in the former action plans, shall draft respective action plans in cooperation with the relevant institutions.

Development Plan of the Ministry of Justice until 2010⁵

The Development Plan of the Ministry of Justice stipulates activities in four fields: legislative policy, administration of justice, law enforcement, criminal policy. One of the priority activities of the Ministry in criminal policy is to increase the effectiveness of combating juvenile delinquency. To that end a development plan for reduction of juvenile delinquency will be drawn up in cooperation with the Ministry of Education and Research, the Ministry of the Interior, the Ministry of Social Affairs, standards for criminal proceedings of minors will be established and constantly monitored, and effective intervention in juvenile offences (an analysis of punishments and sanctions and their effectiveness).

Strategy for Ensuring Children's Rights until 2008⁶ and its annual action plans

The goal of the strategy is to apply the principles specified in the UN Convention on the Rights of the Child and its Optional Protocols in such a manner than the basic and special needs of all children residing in Estonia are ensured with the support of the family, the community and the environment.

The action plans for 2004 and 2005 stipulate the measures for prevention of abuse of children and provision of aid to abused children as well as the measures for creating equal opportunities in society for children with special educational needs.

Youth Work Strategy for 2006-2013⁷

The activities of the strategy are aimed at young people aged 7-26.

Youth Work Strategy for 2006-2013 stipulates the measures required for the development of the youth policy and youth work in various areas of youth work: special youth work, recreational activities and hobby education, notification of young people, counselling young people, youth work surveys, training in youth work, health promotion and developing holidays, education through work, international youth work and participation of young people.

⁴ Approved by a resolution of the Riigikogu of 21 October 2003.

⁵ Approved by Directive No. 27 of the Minister of Justice of 7 February 2006.

⁶ Approved in a meeting of the Government of the Republic of 16 October 2003.

⁷ Approved in a meeting of the Government of the Republic of 6 July 2006.

National Drug Abuse Prevention Strategy until 2012⁸

The purpose of the strategy is to reduce the supply and demand of drugs and create a functioning treatment and rehabilitation system for addicts. One of the key target groups is children and young people. The strategy regulates the demand (prevention, treatment, rehabilitation) and the supply (the activities of various law enforcement structures: the police, the customs, the Border Guard) of drugs in an integral manner.

In addition, the **Action Plan for 2006-2010 on Implementation of the Optional Protocol to the Convention of the Rights of the Child on the sale of children, child prostitution and child pornography** and **Development Plan for Prevention of Violence in Close Relationships 2008-2011** are being drafted.

1.2. Ties with other national strategic documents

The Development Plan has been drawn up based on the following international law documents.

UN Convention on the Rights of the Child and its Optional Protocols

The Convention stipulates the rights required for ensuring the development and welfare of the child, which the states who have joined the Convention must uphold with regard to children. Among other things the Convention provides for the right to special protection and treatment of the child in states of emergency, the right of the accused child to special treatment during proceedings, etc.

The Convention's Optional Protocol, which concerns the sale of children, child prostitution and child pornography, obligates the states to ban the sale of children, child prostitution and child pornography and attend to the prevention thereof and provide the victims with rehabilitation services.

The Beijing Rules⁹, Riyadh Guidelines¹⁰ and Rules for the Protection of Juveniles Deprived of their Liberty¹¹ adopted by the UN General Assembly

The Beijing Rules establish the minimum criteria for juvenile criminal proceedings. The Riyadh Guidelines concern prevention of juvenile delinquency and provide that the states should draw up a plan for prevention of juvenile delinquency which covers the juvenile socialisation measures through the school system, the family, the community and the mass media. Rules concerning protection of imprisoned minors provide which activities and sanctions should be imposed on minors in houses of detention, prisons and other closed institutions.

Charter of Fundamental Rights of the European Union¹²

For the purposes of Article II-84 of the Charter of the Fundamental Rights of the Union in the Treaty Establishing a Constitution for Europe the rights of the child to necessary protection and care arise in such situations as criminal proceedings, falling victim to violence, being in a state of war or other crises, etc.

⁸ Approved in a meeting of the Government of the Republic of 22 April 2004.

⁹ United Nations Standard Minimum Rules for the Administration of Juvenile Justice, the Beijing Rules, General Assembly Resolution 40/33, 1985, see <http://www.ohchr.org/english/law/beijingrules.htm>.

¹⁰ United Nations Guidelines for the Prevention of Juvenile Delinquency, The Riyadh Guidelines, General Assembly Resolution 45/112, 1990, see <http://www.ohchr.org/english/law/juvenile.htm>.

¹¹ United Nations Rules for the Protection of Juveniles Deprived of their Liberty, General Assembly resolution 45/113, 1990, see http://www.ohchr.org/english/law/res45_113.htm.

¹² The Charter of Fundamental Rights of the European Union is part of the Treaty Establishing a Constitution for Europe, published in the Official Journal of the European Union on 16.12.2004.

Recommendations of the Council of Europe concerning crime prevention¹³ and treatment of juvenile delinquents in the legal system¹⁴

The recommendations concerning crime prevention suggest the general principles which the member states should incorporate into their prevention system and emphasise the importance of partnership in prevention.

The recommendations regarding the treatment of juvenile delinquents are very similar to the UN Beijing Rules and Riyadh Guidelines. The recommendations of the Council of Europe suggest the so-called standard which the member states should proceed from upon development of the legal system applied to minors and development of strategies and ways of intervention aimed at juvenile delinquents. The recommendations of the Council of Europe also emphasise the need to react quickly to the problems of minors and focus rather on alternative measures. The recommendations bring out the need for uniform rules concerning imprisoned minors. Such rules are being drafted.

Recommendations of the Council of Europe concerning imprisonment¹⁵

The recommendations to the member states concern imprisoned persons as well as detainment of convicts. These contain provisions on organisation of the education, health care, work and leisure of imprisoned persons as well as management, personnel and supervision of prisons. As for minors it has been specified that they should not be kept with adult imprisoned persons and they must be provided with the same social, psychological, educational and other services which are available to minors in freedom.

1.3. Goals, measures and duration of the Development Plan

The overall goal of the Development Plan is to reduce juvenile delinquency by way of more efficient prevention and reduction of repetitive offences. In order to achieve the overall goal the Development Plan stipulates the following sub-goals.

- 1. Improvement of prevention work by way of increasing the awareness and changing the attitudes of the population.** To that end initiatives aimed at prevention of juvenile delinquency are supported, information about crime prevention is disseminated and the attitudes of minors, their parents, teachers and other specialists are influenced.
- 2. Improving availability of social and educational prevention measures.** To that end the early detection of the child's problems and provision of assistance meeting the needs of the child must be ensured in the network during development of the child protection system. This also requires development of school organisation measures.
- 3. Improvement of the work of the Juvenile Committees and schools for students who need special treatment due to behavioural problems (hereinafter *special needs schools*).** To that end the system of management of the Juvenile Committees will be developed and possibilities for ensuring the availability of sanctions will be created. A secure school environment will be created in special needs schools, study and educational work will be developed in order to take the individual needs of the student into account and the creation of a follow-up probation system will be launched.

¹³ Recommendations Rec (2003)21 of the Committee of Ministers to Member States concerning partnership in crime prevention, see <https://wcd.coe.int/ViewDoc.jsp?id=70083&BackColorInternet=9999CC&BackColorIntranet=FFBB55&BackColorLogged=FFAC75>.

¹⁴ Recommendations Rec (2003)... of the Committee of Ministers to Member States concerning new ways of dealing with juvenile delinquency and the role of juvenile justice, see <https://wcd.coe.int/ViewDoc.jsp?id=70063&BackColorInternet=9999CC&BackColorIntranet=FFBB55&BackColorLogged=FFAC75>.

¹⁵ Recommendation Rec (2006) 2 of the Committee of Ministers to Member States on the European Prison Rules, see http://www.libertysecurity.org/IMG/doc/Rec_2006_2E.doc.

4. **Effective reaction of the legal system to juvenile offences.** To that end the principles of special treatment of minors in criminal proceedings will continue to be taken into account and the interventions of the prison and the probation system will be developed.

The Development Plan specifies measures and resources for achievement of the goals for 2007-2009. The Development Plan has been made for three years, because this period allows for realistic and optimum planning of the time and human resources in the coming years.

1.4. Forecast of the cost of the Development Plan

The Development Plan will be implemented on the basis of the implementation plan (see Annex 1) pursuant to the forecast of costs by years. The costs required for implementation of the Development Plan have been specified and planned in the budgets of relevant ministries and the state budget funds have also been specified in the State Budget Strategy 2007-2010.

The table of the forecast of the cost contains only the costs of measures financed for a specific purpose, i.e. the measures financed out of general operating costs have not been specified, because the required operating costs are specified annually in the budgets of the ministries (e.g. the Ministry of Justice, the Ministry of the Interior, the Ministry of Education and Research, the Ministry of Social Affairs) in the process of drawing up the state budget and specification of ministerial work schedules (the operating costs contain the pay costs, etc.).

Table 1. Forecast of implementation of the Development Plan 2007-2009

Forecast of the cost of the Development Plan by years	2007	2008	2009	TOTAL	
Forecast of the cost of strategic sub-goal I	6,577,000	5,089,000	5,069,000	16,735,000	
Forecast of the cost of strategic sub-goal II	684,000	20,050,000	20,000,000	40,734,000	
Forecast of the cost of strategic sub-goal III	130,000	23,105,000	7,775,000	31,010,000	
Forecast of the cost of strategic sub-goal IV	92,721 ¹⁶	30,274,102	29,951,209 ¹⁷	60,318,032	
	7,483,721	78,518,102	62,795,209	148,797,032	
Strategic sub-goal I Improvement of prevention work by way of increasing the awareness and changing the attitudes of the population					
Measure 1. Supporting initiatives aimed at crime prevention					
Activity	Financed by	2007	2008	2009	TOTAL
1.1. To support crime prevention projects and the activities of non-profit associations engaged in crime prevention	Ministry of Justice	2,000,000	2,000,000	2,000,000	6,000,000
	Ministry of the Interior, Police Board	1,200,000	1,200,000	1,200,000	3,600,000
	Ministry of Social Affairs	Operating costs of the Ministry of Social Affairs and allocation of the Gambling Tax Council	Operating costs of the Ministry of Social Affairs and allocation of the Gambling Tax Council	Operating costs of the Ministry of Social Affairs and allocation of the Gambling Tax Council	Operating costs of the Ministry of Social Affairs and allocation of the Gambling Tax Council
	Ministry of Education and Research	1,600,000	1,600,000	1,600,000	4,800,000
1.2. To increase the competence of prevention specialists through the EU's Beccaria project	Ministry of Justice	22,000	22,000	22,000	66,000
Total cost of Measure 1		4,822,000	4,822,000	4,822,000	14,466,000
In addition to the costs of the Ministry of Education and Research, the Ministry of Justice and the Ministry of the Interior the costs of subsection 1.1 of Measure 1 shall be planned in the budget of the Ministry of Social Affairs in the annual process of drawing up the state budget and specification of work schedules.					

¹⁶ In October 2006 the Ministry of Justice submitted a further budget application in the amount of EEK 250,000 in order to cover the costs of the analysis of the effectiveness of juvenile punishments in the amount of EEK 150,000 and the training costs of the employees of the Youth Work Department of Viru Prison in the amount of EEK 100,000.

¹⁷ The amount spent on the specific activity under the operating expenses of the Prosecutor's Office, courts and custodial institutions will be added to the amount (e.g. costs relating to creation of jobs specialised in juvenile proceedings, costs relating to implementation of intervention programmes aimed at re-socialisation of juvenile imprisoned persons).

Measure 2. Notification of minors of crime prevention					
2.1. To issue publications and other information materials on crime prevention	Ministry of the Interior, Police Board	60,000	60,000	60,000	180,000
	Estonian Youth Work Centre	25,000	25,000	25,000	75,000
	Non-profit association Eesti Naabrivalve	33,000	15,000	15,000	63,000
2.2. To disseminate crime prevention information through the crime prevention web and websites of other relevant agencies	Ministry of Justice	20,000	20,000	20,000	60,000
2.3. To launch collection of regular information about various crime prevention projects and programmes	Ministry of Justice	10,000	10,000	10,000	30,000
Total cost of Measure 2		148,000	130,000	130,000	408,000
Measure 3. Influencing the attitudes of the population					
3.1. To organise crime prevention lectures in nursery schools and schools of general education	Police Prefectures	Police Prefectures' operating costs	Police Prefectures' operating costs	Police Prefectures' operating costs	Police Prefectures' operating costs
	Non-profit association Eesti Naabrivalve	Operating costs of non-profit association Eesti Naabrivalve	Operating costs of non-profit association Eesti Naabrivalve	Operating costs of non-profit association Eesti Naabrivalve	Operating costs of non-profit association Eesti Naabrivalve
3.2. To extensively implement the School Peace programme	Estonian Youth Work Centre	100,000	100,000	100,000	300,000
3.3. To develop methodological guidelines by the subheadings of Measure 3 of the Development Plan and incorporate the respective headings into the in-service training plans of teachers	Ministry of Education And Research/National Examination and Qualification Centre	-	35,000	-	35,000
3.4. To organise training for the editors of the publishing houses which publish textbooks and for the members of school subject councils who approve the textbooks of school subjects. To make recommendations for taking crime prevention principles into account upon drawing up textbooks	National Examination and Qualification Centre	-	-	15,000	15,000
3.5. To regularly assess the attitudes and values of students in the field of civil society	National Examination and Qualification Centre, Ministry of Education and Research, Non-Estonians Integration Foundation	2000 (analysis) International Association for the Evaluation of Educational Achieveme	2000 (analysis)	2000 (analysis)	1,206,000

		nt survey 600,000 (Ministry of Education and Research) 600,000 (Non- Estonians Integration Foundation)			
3.6 To launch the <i>Lions Quest</i> pilot programme in general education schools	Ministry of Education / National Examination and Qualification Centre, Lions Clubs International Foundation	25,000 USD/305,000 EEK	-	-	305,000
Total cost of Measure 3		1,607,000	137,000	117,000	1,861,000
	The Police Prefectures' costs under subsection 3.1 of Measure 3 are planned annually in the budget of the Ministry of the Interior in the process of state budgeting and specification of work schedules and the costs of the non-profit association Naabrivalve under subsection 3.1 shall be determined annually during preparation of the annual budget.				
Strategic sub-goal II. Improving the availability of social and educational prevention measures					
Measure 4: Establishment of a system for early notice of the child's problems					
4.1. To organise training in order to increase the competence of various specialists	Ministry of Social Affairs / National Institute for Health Development	434,000	Pursuant to the action plan of the Strategy for Ensuring Children's Rights	Pursuant to the action plan of the Strategy for Ensuring Children's Rights	434,000
	Development and operating costs of the Ministry of Education and Research / operating costs of the local authority	Development and operating costs of the Ministry of Education and Research / operating costs of the local authority	Development and operating costs of the Ministry of Education and Research / operating costs of the local authority	Development and operating costs of the Ministry of Education and Research / operating costs of the local authority	Development and operating costs of the Ministry of Education and Research / operating costs of the local authority
4.2. To specify the obligation to notify of a child in need as provided for in the new Child Protection Act	Ministry of Social Affairs	-	Operating costs of the Ministry of Social Affairs	-	Operating costs of the Ministry of Social Affairs
4.3. To determine the role of the child protection employee as that of the case manager in charge	Ministry of Social Affairs	Operating costs of the Ministry of Social	-	-	Operating costs of the Ministry of Social

		Affairs			Affairs
4.4. To increase the number of child protection employees in local authorities	Ministry of Social Affairs / local authority	Operating costs of the Ministry of Social Affairs	Operating costs of the Ministry of Social Affairs	Operating costs of the Ministry of Social Affairs	Operating costs of the Ministry of Social Affairs
4.5. To establish a procedure for notification of children who fail to perform the obligation to attend school	Ministry of Education and Research	Development and operating costs of the Ministry of Education and Research	Development and operating costs of the Ministry of Education and Research		Development and operating costs of the Ministry of Education and Research
4.6. To organise social work in the school through development of professional standards for social workers / social educators	Ministry of Education and Research	-	Development and operating costs of the Ministry of Education and Research	-	Development and operating costs of the Ministry of Education and Research
4.7. To launch the development and application of the integrated counselling model	Ministry of Education and Research	200,000	20,000,000	20,000,000	40,200,000
Total cost of Measure 4		634,000	20,000,000	20,000,000	40 634,000
	In addition to the costs specified in subsections 4.1 and 4.7 of Measure 4, the remaining costs of Measure 4 shall be planned into the budgets of the Ministry of Education and Research and the Ministry of the Interior in the annual process of drawing up the state budget and specification of work schedules.				
Measure 5. Development of social and education prevention measures					
5.1. To educate parents in order to improve their social skills and skills of bringing up children	Ministry of Social Affairs Gambling Tax Council / local authority	Ministry of Social Affairs in cooperation with the Gambling Tax Council and the local authority	Ministry of Social Affairs in cooperation with the Gambling Tax Council and the local authority	Ministry of Social Affairs in cooperation with the Gambling Tax Council and the local authority	Ministry of Social Affairs in cooperation with the Gambling Tax Council and the local authority

5.2. To supplement the EISE database with an additional module concerning educational support systems	Ministry of Education and Research	Operating costs of the Ministry of Education and Research	-	-	Operating costs of the Ministry of Education and Research
5.3. To carry out applied research in order to identify the need for student homes and, proceeding from the results of the survey, expand the student home programme	Ministry of Education and Research	50,000	50,000	-	100,000
Total cost of Measure 5		50,000	50,000		100,000
	In addition to the allocation of EEK 100,000 from the budget of the Ministry of Education and Research, the costs of Measure 5 will be planned in the budgets of the Ministry of Education and Research and the Gambling Tax Council in the annual process of drawing up the state budget and specification of work schedules.				
Strategic sub-goal III. Improvement of the work of the Juvenile Committees and schools for students who need special treatment due to behavioural problems					
Measure 6. Development of the system of management of the Juvenile Committees					
6.1. To analyse the structure and the activities of the Committees for organisation of the network and system of management of the Juvenile Committees	Ministry of Education and Research, involving, where necessary, the Ministry of Social Affairs, the Ministry of the Interior, the Ministry of Justice, the local authorities and Juvenile Committees	-	Operating costs of the Ministry of Education and Research	-	Operating costs of the Ministry of Education and Research
6.2. To organise the principles of financing Juvenile Committees	Ministry of Education and Research, involving Juvenile Committees	The amount is reflected in subsection 1.1 and in the operating costs of the Ministry of Education and Research	The amount is reflected in subsection 1.1 and in the operating costs of the Ministry of Education and Research	The amount is reflected in subsection 1.1 and in the operating costs of the Ministry of Education and Research	The amount is reflected in subsection 1.1 and in the operating costs of the Ministry of Education and Research
6.3. To draw up the development plans of the Juvenile Committees and exercise regular supervision over their implementation	Ministry of Education and Research	-	130,000	-	130,000
6.4. To regularly organise information days of the Juvenile Committees	Ministry of Education and Research	30,000	30,000	30,000	90,000
Total cost of Measure 6		30,000	160,000	30,000	220,000

Measure 7. Creation of the information environment of the Juvenile Committees					
7.1. To create a web forum and document management system on the website of the Estonian Youth Work Centre	Estonian Youth Work Centre	Operating costs of the Estonian Youth Work Centre	-	-	Operating costs of the Estonian Youth Work Centre
7.2. To launch gathering the statistics of the Juvenile Committees based on the EISE database	Ministry of Education and Research	Operating costs of the Ministry of Education and Research	Operating costs of the Ministry of Education and Research	Operating costs of the Ministry of Education and Research	Operating costs of the Ministry of Education and Research
7.3. To organise the questions concerning personal data protection in the work of the Juvenile Committees	Ministry of Education and Research, involving, where necessary, the Data Protection Inspectorate, Ministry of Social Affairs, the Ministry of the Interior, the Ministry of Justice, the local authorities and Juvenile Committees	-	Ministry of Education and Research, involving, where necessary, the Data Protection Inspectorate, Ministry of Social Affairs, the Ministry of the Interior, the Ministry of Justice, the local authorities and Juvenile Committees	-	Ministry of Education and Research, involving, where necessary, the Data Protection Inspectorate, Ministry of Social Affairs, the Ministry of the Interior, the Ministry of Justice, the local authorities and Juvenile Committees
Total cost of Measure 7	The costs of Measure 7 will be planned in the budget of the Ministry of Education and Research in the annual process of drawing up the state budget and specification of work schedules.				
Measure 8. Improvement of the work organisation of the Juvenile Committees					
8.1. To launch occupational counselling of Committee members and train teams for such purpose	Estonian Youth Work Centre	100,000	145,000	145,000	390,000
8.2. To introduce the usage of the principles of case management upon identifying and imposing sanctions	Ministry of Education and Research	Operating costs of the Ministry of Education and Research	-	-	Operating costs of the Ministry of Education and Research
8.3. To develop risk assessment methodology for Juvenile Committees	Ministry of Education and Research, Estonian Youth Work Centre	-	Ministry of Education and Research, operating costs of the Estonian Youth Work Centre	-	Ministry of Education and Research, operating costs of the Estonian Youth Work Centre
Total cost of Measure 8		100,000	145,000	145,000	390,000

Measure 9. Ensuring the availability of sanctions in Juvenile Committees					
9.1. To update the conciliation procedure in Juvenile Committees	Ministry of Education and Research, Ministry of Social Affairs	Operating costs of the Ministry of Education and Research, victim support costs of the Ministry of Social Affairs	Operating costs of the Ministry of Education and Research, victim support costs of the Ministry of Social Affairs	Operating costs of the Ministry of Education and Research, victim support costs of the Ministry of Social Affairs	Operating costs of the Ministry of Education and Research, victim support costs of the Ministry of Social Affairs
9.2. To change the organisation of probation	Ministry of Education and Research	Operating costs of the Ministry of Education and Research (allocations of the Juvenile Committees)	Operating costs of the Ministry of Education and Research (allocations of the Juvenile Committees)	Operating costs of the Ministry of Education and Research (allocations of the Juvenile Committees)	Operating costs of the Ministry of Education and Research (allocations of the Juvenile Committees)
9.3. To map the network of service providers for imposing sanctions and launch their training	Ministry of Education and Research and Juvenile Committees	Operating costs of the Ministry of Education and Research (allocations of the Juvenile Committees)	Operating costs of the Ministry of Education and Research (allocations of the Juvenile Committees)	Operating costs of the Ministry of Education and Research (allocations of the Juvenile Committees)	Operating costs of the Ministry of Education and Research (allocations of the Juvenile Committees)
9.4. To develop the conceptual bases of development of special needs schools	Ministry of Education and Research	Operating costs of the Ministry of Education and Research	-	-	Ministry of Education and Research
Total cost of Measure 9	The total cost of subsections 9.1-9.3 of Measure 9 is included in the cost specified in subsection 1.1. The costs of subsection 9.4 will be planned in the budget of the Ministry of Education and Research for 2007 in the process of drawing up the state budget and specification of work schedules.				
Measure 10. Creation of a secure school environment in special needs schools					
10.1. To specify the health protection and security requirements of special needs schools	Ministry of Education and Research, Ministry of Social Affairs	-	Development and operating costs of the Ministry of Education and Research and the Ministry of Social Affairs	-	Ministry of Education and Research, involving the Ministry of Social Affairs
10.2. To update the study and non-study conditions of special needs schools	Ministry of Education and Research	-	22,800,000	7,600,000	Ministry of Education and Research 30,400,000¹⁸
Total cost of Measure 10			22,800,000	7,600,000	30,400,000

¹⁸ The investment costs of the Kaagvere and Puiatu special needs schools are reflected in the budget of Riigi Kinnisvara AS; in the case of the Tapa special needs school the Ministry of Education and Research would like to use the resources of the European Regional Development Fund.

Measure 11. Organisation of referring students to a special needs school					
11.1. To simplify the system of reservation of student places in special needs schools	Ministry of Education and Research	-	Operating costs of the Ministry of Education and Research	-	Ministry of Education and Research
11.2. To develop the procedure for taking students to special needs schools	Ministry of Education and Research	-	Operating costs of the Ministry of Education and Research	-	Ministry of Education and Research, Ministry of Justice, Ministry of the Interior
11.3. To develop the principles for early release of students from a special needs school and prolongation of the time of stay in a special needs school	Ministry of Education and Research	-	Operating costs of the Ministry of Education and Research	-	
Total cost of Measure 11	The costs of Measure 11 will be planned in the budget of the Ministry of Education and Research for 2008 in the process of drawing up the state budget and specification of work schedules.				
Measure 12. Development of study and educational work in special needs schools					
12.1. To determined the exact duties of special needs schools depending on the behavioural problems of the student	Ministry of Education and Research	Operating and development costs of the Ministry of Education and Research	-	-	Ministry of Education and Research in cooperation with the School Network Administration Bureau
12.2. To apply the family-centred student dispersion model	Ministry of Education and Research / School Network Administration Bureau	-	-	The respective costs are specified under the investments of special needs schools in subsection 10.2	Ministry of Education and Research / School Network Administration Bureau jointly with special needs schools
12.3. To develop the descriptions of the student support services and identify the resource needs of the personnel for implementation of the study and educational objectives of special needs schools	Ministry of Education and Research	Operating costs of the Ministry of Education and Research	-	-	Ministry of Education and Research
12.4. To provide each child with educational, social and health support based on their individual needs	Ministry of Education and Research	Operating costs of the Ministry of Education and Research	Operating costs of the Ministry of Education and Research	Operating costs of the Ministry of Education and Research	Ministry of Education and Research, Ministry of Social Affairs, local authorities
12.5. To increase the professionalism of the personnel of special needs schools through in-service training	Ministry of Education and Research / School Network Administration Bureau	3% of the pay fund in the operating costs of special needs schools	3% of the pay fund in the operating costs of special needs schools	3% of the pay fund in the operating costs of special needs schools	Ministry of Education and Research / School Network Administration Bureau

Total cost of Measure 12	The costs of subsection 12.2 of measure 12 will be specified annually under the investments of the special needs schools (subsection 10.2) and the costs of subsection 12.5 will be specified annually in the pay fund of the special schools during the term of the Development Plan. The costs other sections will be planned in the budget of the Ministry of Education and Research in the annual process of drawing up the state budget and specification of work schedules.				
Measure 13. Establishment of a follow-up probation system for those leaving a special needs school					
13.1. To create a cooperation network for re-socialisation of a student upon leaving a special needs school	Ministry of Education and Research	-	-	Operating costs of the Ministry of Education and Research	Ministry of Education and Research, Ministry of Social Affairs, local authorities
13.2. To launch drawing up and implementing transition plans when a student leaves a special needs school	Ministry of Education and Research	-	-	Operating costs of the Ministry of Education and Research	Ministry of Education and Research, Ministry of Social Affairs, local authorities
Total cost of Measure 13	The cost of Measure 13 will be planned in the budget of the Ministry of Education and Research for 2009 in the process of drawing up the state budget and specification of work schedules.				
Strategic sub-goal IV. Effective reaction of the legal system to juvenile offences					
Measure 14: Special treatment of minors in criminal proceedings					
14.1. To create possibilities for specialisation on juvenile criminal proceedings in the entire justice chain	Ministry of Justice (courts, Prosecutor's Office), Ministry of the Interior (police)	Operating costs of the Ministry of Justice (courts, Prosecutor's Office), Ministry of the Interior (police)	Operating costs of the Ministry of Justice (courts, Prosecutor's Office), Ministry of the Interior (police)	Operating costs of the Ministry of Justice (courts, Prosecutor's Office), Ministry of the Interior (police)	Operating costs of the Ministry of Justice (courts, Prosecutor's Office), Ministry of the Interior (police)
14.2. To organise involvement of child protection in juvenile criminal proceedings	Ministry of Social Affairs, Ministry of Justice, Ministry of the Interior (police)	External funds	External funds	External funds	External funds
14.3. To launch regular supervision over pre-trial proceedings of minors and the length of keeping minors in custody	Ministry of Justice	40,000	40,000	40,000	120,000
Total cost of Measure 14		40,000	40,000	40,000	120,000
	To finance the activity specified in subsection 14.2 funds from the European Commission will be applied for during the term of the Development Plan.				
Measure 15. Development of the system of punishment of juvenile delinquents					
15.1. To improve the conditions of imprisonment of minors by transferring minors to Viru Prison	Ministry of Justice (custodial institutions – operating costs)	-	29,850,714	29,850,714	59,701,428
15.2. To train the officials who are about to commence employment in the	Ministry of Justice (custodial	¹⁹	100,000	-	100,000

¹⁹ In October 2006 the Ministry of Justice applied for additional funds to the extent of EEK 100,000.

Youth Department of Viru Prison specially for working with minors and young imprisoned persons	institutions – operating costs)				
15.3. To analyse the effectiveness of the punishments of minors and, where necessary, to supplement the selection of punishment types or sanctions as a result thereof	Ministry of Justice (custodial institutions – operating costs)	²⁰	100,000	-	100,000
Total cost of Measure 15			30,050,714	29,850,714	59,901,428²¹
Measure 16. Expansion of the selection of intervention programmes for re-socialisation of imprisoned minors					
16.1. To regularly organise aggression replacement training for imprisoned minors	Ministry of Justice (custodial institutions – operating costs)	-	29,250	29,250	58,500
16.2. To regularly apply the anger management programme with regard to imprisoned minors	Ministry of Justice (custodial institutions – operating costs)	24,381	24,381	-	48,762
16.3. To regularly apply the On the Threshold of Freedom programme with regard to imprisoned minors	Ministry of Justice (custodial institutions – operating costs)	28,340	29,757	31,245	89,342
Total cost of Measure 16		52,721	83,388	60,495	196,604

1.5. Implementation, monitoring, modification and termination of the Development Plan

The Ministry of Justice coordinates the implementation of the Development Plan. The Ministry of Education and Research, the Ministry of the Interior, the Ministry of Social Affairs along with the agencies of their area of government and local authorities will participate in the implementation of the Development Plan besides the Ministry of Justice and non-profit associations will certainly be involved as well.

In order to get, at all times, an overview of the activities planned in the Development Plan the status of implementation of the Development Plan will be evaluated annually. To that end the relevant ministry (the Ministry of Education and Research, the Ministry of the Interior, the Ministry of Social Affairs) must prepare a summary of the implementation of the measures and activities remaining in its field of government and submit it to the Ministry of Justice not later than by February 1 in each following year. The Ministry of Justice draws up a summary of the implementation of the measures and activities in its area of government. The submitted summaries serve as a basis for a report drawn up under the coordination of the Ministry of Justice regarding the implementation of the Development Plan. The report will be submitted to the Government of the Republic for approval not later than by March each year. The report on the Development Plan will be added to a report made on the basis of the Guidelines for Development of Criminal Policy until 2010, which the Minister of Justice introduces in the Riigikogu once a year.

The Development Plan will be revised and updated at least once a year. If necessary, proposals for adjustment of the Development Plan will be submitted to the Government along with the annual report on the implementation of the Development Plan.

To draw up the final report on the implementation of the Development Plan each ministry will submit to the Ministry of Justice no later than by 1 February 2010 a summary of the implementation of the measures

²⁰ In October 2006 the Ministry of Justice applied for additional funds to the extent of EEK 150,000.

²¹ The amount includes lease payments as well as personnel costs.

and activities belonging to their area of government during the entire term of the Development Plan. The summaries submitted by the ministries will be discussed at the final round table organised by the Ministry of Justice.

On the basis of the consolidated summary of the ministries and the final round table the Ministry of Justice will draw up the final report on the Development Plan. The final report shall be coordinated with the relevant ministries (the Ministry of Education and Research, the Ministry of the Interior, the Ministry of Social Affairs) and non-profit associations. Not later than by 15 May 2010 the Ministry of Justice shall submit a final report to the Government of the Republic.

2. Current situation in the area

2.1. Juvenile delinquency

2.1.1. Total number of crimes committed by juvenile delinquents and against minors

Most juvenile delinquents commit one crime and only a few commit several crimes. 1,712 minors suspected of a criminal offence, who had committed 3,768 criminal offences in total, were identified in 2005. In the same year the police made slightly over 23,500 decisions on misdemeanours committed by minors.

Table 2. Number of minors and proportion thereof in crimes with identified suspects through 1995-2005

	1995	1996	1997	1998	1999	2000	2001	2002*	2003*	2004	2005
Number	2074	2044	1894	1779	1824	1920	2068	943	895	1415	1712
Proportion (%)	20.1	18.8	18.0	17.9	16.3	14.4	15.4	9.8	8.2	10.1	10.4

* The system of gathering police statistics was changed in 2002. Therefore the data of 2002 and 2003 may contain inaccuracies.

Source: Police Work Department of the Police Board.

The official crime statistics does not always adequately reflect the actual scope of crime. Therefore various methods of more accurate assessment of crime have been put into use abroad. The most well-known ones are crime victim surveys and population surveys conducted by way of the self-report method.²² Estonia participated in an international victim survey for the first time in 2004/2005.²³ The Ministry of Justice has commissioned the first survey of the spread of the anti-social behaviour of young people in Estonia. The results of the survey should become available by the end of 2006.

2.1.2. Offences committed by minors

Most minors do not commit serious criminal offences, but rather offences against property and the so-called status-related offences such as failure to perform the obligation to attend school, smoking, alcohol consumption, breach of public order, etc. Violations of the Alcohol Act and Tobacco Act account for approx. 70% of all misdemeanours committed by minors.

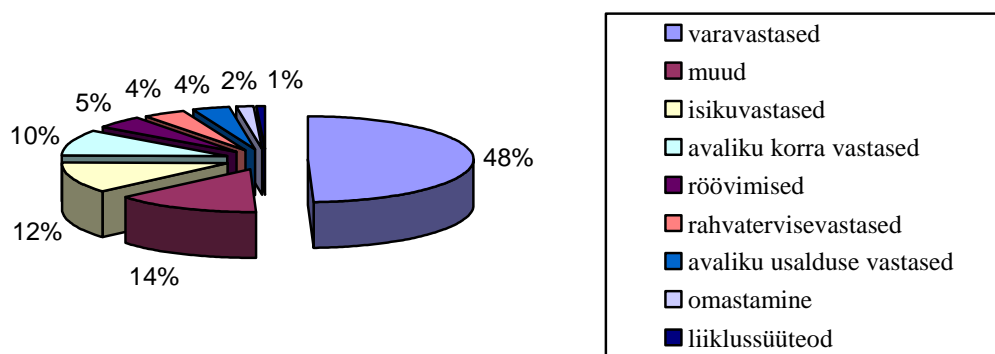
Theft is dominant among offences against property committed by minors. In recent years the rates of shoplifting and thefts from vehicles have increased and the same goes to unauthorised use of vehicles. Most of the registered crimes against person committed by minors are cases of physical abuse. The rise in these offences can also be attributed to the fact that since before the Code of Criminal Procedure entered into force the proceedings were initiated by the court based on a petition of the victim or the victim's representative, it was not reflected in the police statistics. The police have annually registered about a dozen offences against life committed by minors (e.g. manslaughter, murder). For a more detailed overview of the structure of crimes committed by minors see Figure 1 and Annex 3.

²² The brief of the Institute of Law of the University of Tartu for the self-report survey.

²³ The survey is available at:

http://www.just.ee/orb.aw/class=file/action=preview/id=9963/ohvriuring_2004_sisu.pdf.

Figure 1. Structure of juvenile delinquency by chapters of the Penal Code, 2005



24

Source: Ministry of Justice, State Register of Criminal Matters

The most often minors are referred to the Juvenile Committee due to offences against property (approx. 40%). Minor thefts around the threshold of EEK 100 account for nearly half of these cases (the offenders are most often 13 years old and the proportion of females is slightly higher). The second most frequent reason for referral to the Committee is the failure to perform the obligation of compulsory school attendance, which is followed by cases of physical abuse and drug consumption (due to consumption of alcohol, narcotic drugs and smoking approx. 15% of juvenile delinquents have been referred to the Committee).²⁵

The rise in consumption of drugs among Estonian youth is also confirmed by other surveys.²⁶ In 1995 the proportion of students who had tried some illegal drug was 7%, but in 1999 the respective figure was 15% and in 2003 already 24%. Most students try all drugs, both legal and illegal, at a very early age. Over a fourth of boys who have got drunk have done so at the age of 12 years or earlier. A third of the boys and a fifth of the girls who are regular smokers started at the age of 12 years or earlier. The same goes for trying illegal drugs: a sixth of the students who have tried a drug, mainly cannabis or amphetamines, did so at the age of 12 years or earlier.

In 2005 approximately 850, i.e. slightly more than a fifth of offences committed by minors had been committed by persons who had had prior contacts with the justice system. According to police officials the recidivism is increasing among juvenile delinquents. In comparison with 2004 the number of juvenile delinquents was higher by approx. 200 in 2005. According to the statistics of the Juvenile Committees the number of repetitive discussions has increased year by year. This shows that the first discussion of a

²⁴ Explanations to the Figure 1:

Against property - varavastased

Other - muud

Against person - isikuvastased

Against public order – avaliku korra vastased

Robberies - röövimised

Against public health - rahvatervisevastased

Against public trust – avaliku usalduse vastased

Embezzlement - omastamine

Traffic offences - liiklussüüteod

²⁵ Young People with Behavioural Difficulties and Sanctions Imposed on Them by Juvenile Committees. A. Tiko, I.-E. Rannala. 2006. Justice Ministry's criminal policy surveys.

²⁶ ESPAD 1995, 1999, 2003. Narkomaania Eestis 2005, TAI.

juvenile problem has not been effective or that the minor has committed a new offence in the meantime. According to the court statistics, approx. a third of minors whose offences have been discussed in the court had been previously punished. Approx. 15% of juvenile imprisoned persons have been punished before. The recidivism is the highest among offenders against property.

The existence of accomplices may encourage the criminal behaviour of young people. About half of young people who have been referred to the Juvenile Committee had acted in a group in the events due to which they were referred to the Committee – it was either theft, group violence or intrusion. Alcohol is also more often consumed in a group and boys commit group acts considerably more frequently.²⁷

According to the police statistics, slightly over 40% of crimes committed by minors in 2005 had been committed in a group. Approximately 2/3 of offences committed by a group of minors were theft and most of these thefts included thefts from vehicles and unauthorised use of vehicles. Acts committed in a group are the ones that reach the court most often. For instance, based on the Register of Court Judgments it can be said with regard to court judgments which entered into force in 2005 that 65% of convicted minors had committed their crime in a group.

2.1.3. Social characteristics of minors in Estonia

Surveys in foreign countries show that the development of juvenile delinquency is also influenced by various individual, family, peer, school and neighbourhood factors (see also Annex 4). Individual and family risk factors are more important at the early stages of life of the child, while the impact of peers, school and community will become important at a later age. The main social characteristics of a juvenile delinquent have been given below.

Division by age

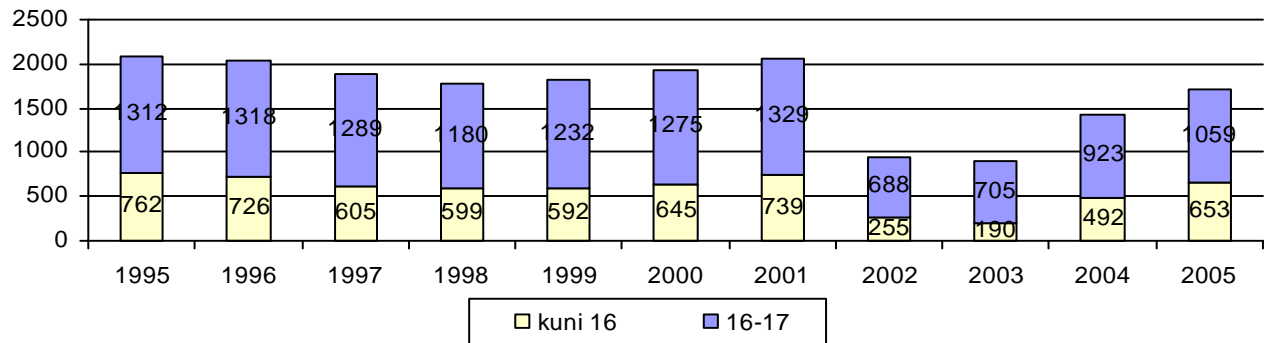
According to the police statistics, the most active group of minors who committed a crime is 16-17-year-olds, but the number of younger persons who have committed an offence is increasing year by year. In Juvenile Committees which discuss the offences committed by children aged 7-18 the prevalent age group is 13-14-year-olds.²⁸ Nearly half (1,817) of the children referred to the Juvenile Committee in 2005 were below 14 years of age and had committed either a misdemeanour or an act containing the elements of a criminal offence.²⁹ The problems of school attendance are becoming more pronounced in the case of 13-year-olds and reach their peak in the case of 15 and 16-year-olds. Educational statistics shows that the number of basic school dropouts rises steeply in the 6th form and is the highest in the 8th and 9th forms.

²⁷ Young People with Behavioural Difficulties and Sanctions Imposed on Them by Juvenile Committees. A. Tiko, I.-E. Rannala. 2006. Justice Ministry's criminal policy surveys.

²⁸ Young People with Behavioural Difficulties and Sanctions Imposed on Them by Juvenile Committees. A. Tiko, I.-E. Rannala. 2006. Justice Ministry's criminal policy surveys.

²⁹ The statistics of the Juvenile Committees in 2005. Ministry of Research and Education.

Figure 2. Number of identified juvenile suspects by age groups 1995-2005³⁰



Source: Police Work Department of the Police Board.

³⁰ Explanations to the Figure 2:

Up to 16 – kuni 16

16-17

Division by gender

Usually, gender is a strong criminal risk factor. The risk of committing an offence is much stronger in men than in women. The statistics of the police and the Juvenile Committees supports this observation. It is primarily boys who come to the field of vision of the police and the Committees. Convicted minors are mainly male offenders as well. However, the data of the Juvenile Committees in recent years show that the share of females is on the rise and according to the members of the Committees the problems of females are usually more serious.

Educational background

Looking at the educational background of the young people who have been referred to the Juvenile Committee it turns out that nearly 90% of them study in an ordinary school. Nearly one-tenth studied pursuant to a simplified study programme, in a sanatorium school or vocational education school.

According to schools approximately 2/3 of the students of ordinary schools who have been referred to the Committee are able to manage with their studies. The proportion of those who have been ordered to repeat their studies at the same level for another academic year is about 15%. About one-tenth of those referred to the Committee studied in the support and individual study form, home study form and in the class of children with behavioural difficulties.

Teachers consider the academic achievement of slightly less than one-fifth of the students referred to the Committee as good or even very good. Teachers consider the academic achievement of approximately one-third of the minors referred to the Committee as average and as poor or very poor in the case of almost a half of the problem minors.

However, among those referred to the Committee there were a lot more of those who had been made to repeat their studies at the same level for another academic year, studied in the auxiliary school or who had been referred to individual studies. The estimates of the school regarding the academic achievement of such repeat referrals were more negative as well: the school estimated their academic achievement as good or very good in only less than 10% of the cases and as poor or very poor in approximately 2/3 of the cases.³¹

Family background

Surveys in foreign countries show that young people from non-traditional families are at a greater risk of committing offences. This is also confirmed by the survey conducted in the Juvenile Committees: the minors who have been referred to the Committee come primarily from a non-traditional family (up to 87% of those on whom the respective information was available); only slightly more than one-tenth had grown in an intact biological family (13%). Most of such youngsters come from a single-parent family (50%), followed by those growing in a new family³² (20%). 9% of the minors referred to the Committee were raised by their grandparents and 8% of the minors were raised in an orphanage.

According to the Committee members, young people whose family has problems with social and economic management happen to be referred to the Committee more often. The most serious problems mentioned by the Committee members include alcohol abuse, unemployment, changes in the family structure and the fact that single parents are excessively busy working. The number of risk factors of the young people who have been repeatedly referred to the Committee is considerably higher. It became evident from the survey of the Juvenile Committees that the supervision exercised by the home over the young people who have been referred to the Committee has often been weak and the behavioural practice and social skills of the parents have been insufficient.

³¹ Young People with Behavioural Difficulties and Sanctions Imposed on Them by Juvenile Committees. A. Tiko, I.-E. Rannala. 2006. Justice Ministry's criminal policy surveys.

³² A new family means a family where one parent or both parents have been replaced with a new person, i.e. there is a stepparent in the family and quite often also stepsisters and stepbrothers.

2.2. Crime prevention aimed at minors

2.2.1. Conceptual positions of prevention work

Crime prevention is a set of all public and private measures for prevention of offences. The purpose of crime prevention is to eliminate the reasons and contributors of crime, to reduce the possibilities of acting criminally, to prevent commission of offences or make it more difficult and to create the state of general condemnation of crime as a problem.

An increase in the number of offences brings about the need for more efficient prevention work. The successfulness of prevention of offences depends on the cooperation between various agencies, incl. the state, local authorities and the non-profit sector, in order to prevent commission of offences and other violations, reduce the factors contributing to offences and ensure the public order. The position according to which prevention of offences is not successful only with the help of the criminal justice system or the state power and that as many persons and organisations as possible should be involved in prevention is also shared by the Riigikogu who has approved the Guidelines for Development of Criminal Policy until 2010. The substance of this Development Plan is to prevent offences committed by minors. Attendance to the problems of minors and other prevention work will be focussed mainly in local authorities. This approach is also supported by the practice of the rest of the world.³³

In the Guidelines for Development of Criminal Policy the measures of prevention of offences are divided into three:

- 1) social and educational prevention measures (e.g. first level of prevention);
- 2) situational prevention measures (secondary level of prevention);
- 3) measures for attending to the consequences (tertiary level of prevention).

Application of social and educational prevention measures means the strategies for prevention of crimes, which are based on social, education, family, youth, cultural, church, economic, traffic and other policies upon influencing the factors causing crime. With their help the required prerequisites and optimal conditions for socialisation of all members of society, including minors, must be created pursuant to the goals set in society. From the point of view of social and educational prevention measures it is thus important to ensure the upbringing of children and the socialisation through the education system, youth work areas, etc. It is important to attend to young people before any problems become evident.

Unlike the social and educational prevention measures the goal of situational prevention work is to influence potentially delinquent persons or criminal situations and places. This can be achieved through, for instance, the Juvenile Committees and effective child protection work as well as through implementation of social programmes and imposition of sanctions aimed at minors.

Attending to the consequences of offences or application of measures for elimination of the consequences means first and foremost penal law measures and measures taken by the police to reduce the recidivism among minors. Here, the prerequisite is the commission of a crime and the main goal is to prevent any subsequent crimes. However, the prevention measures of the tertiary level are not only formal sanctions under penal law, but also comprise conciliation of the criminal and the victim, the possibility of termination of offence proceedings for the purposes of reasonableness, etc. Attending to the consequences of offences also includes activities the purpose of which is to help victims of crimes and to reduce or otherwise mend the damage caused by crimes.

³³ UN Guidelines for the Prevention of Crime (2002), see http://www.unodc.org/pdf/res_2002-13.pdf, Council Decision (28 May 2001) on setting up a European crime prevention network, see http://www.eucpn.org/docs/1_15320010608en00010003.pdf.

2.2.2. Organisation of financing of crime prevention projects

In Estonia, the money aimed at crime prevention is divided between various institutions. Various prevention projects and activities are supported, for example, by the Ministry of Justice, the Ministry of Education and Research, incl. the Juvenile Committees, the Ministry of the Interior, the Gambling Tax Council, etc. However, there is no exhaustive overview of the financed projects, their results or any clear specialisation regarding the supported topics (similar target groups and activities are supported).

The Ministry of Justice has, through state budget allocations, supported the projects of non-profit associations, foundations and local authorities as of May 2004 (with up to EEK 4 million until now). Support has been given to the projects which are aimed mainly at reduction of offences committed by minors, failure to perform the obligation of compulsory school attendance or changing the behaviour of young people inclining towards drug abuse. A sub-goal added in 2005 included implementation of social programmes covering the young people who have been referred to the Juvenile Committees and implementation of support programmes aimed at the parents of this target group in 2006. As of 2005 the Ministry of Justice supports long-term non-profit association partners. In 2005 and 2006 activity support was allocated to the non-profit association Eesti Naabrivalve.

The police implement various drug abuse and legal education projects under the aegis of crime prevention (in recent years the cost thereof has been EEK 1.2 million annually), organise public presentations throughout the academic year in preschool childcare institutions and schools as well as in youth camps in summer. The projects are primarily aimed at children living in circumstances of risk, but the public presentations also focus on teachers and parents. The selection of topics takes the desires of the target group as well as the results of the analysis of the legal order of the region and the risk factors into account. In the case of children the target groups are nursery school students and students of forms 1-4, 5-9 and 10-12.

Public presentations and other such prevention events in nursery schools focus on such issues as honesty and tolerance, right and wrong and they commence providing information about safe traffic. Students of forms 1-4 are also educated about traffic plus the child's rights and obligations, but also theft, violence and drugs. Students of forms 5-9 are given more detailed information about tobacco, alcohol and drugs as well as failure to perform the obligation of compulsory school attendance and violence. A discussion on drugs and violence is organised for students of forms 10-12 and it is introduced to them what is banned for minors by law. Parallel to children's events the purpose of presentations aimed at the parents and teachers is to notify the target group of the possible problems of minors, the reasons and consequences of offences as well as to explain adult's rights, obligations and liability prescribed by law.

Projects of the Juvenile Committees

County Juvenile Committees also organise annual prevention project competitions. In 2006 their cost amounted to EEK 1.6 million. Besides drawing up crime prevention development plans (most are effective until 2007) the prevention projects are virtually the only lever with which to coordinate juvenile crime prevention at the county level.

The prevention projects supported by Juvenile Committees are divided primarily into three categories: development of social skills, offering leisure opportunities and work camps. In 2005 slightly over a half of the projects were aimed at leisure activities, a third were aimed at increasing the social skills and less than a fifth were aimed at supporting work camps. Supporting programmes of such content may arise from the nature of the applications submitted to the project competition, not the needs of the specific region, as well as from the preference of supporting the Juvenile Committees.

2.2.3. Social and educational measures

Role of child protection in juvenile delinquency prevention

In foreign countries and in Estonia people have come to the understanding that effective work with

juvenile delinquents requires an individual approach and strong teamwork and networking. It is important that a juvenile delinquent not be alone with their problem and that the reasons and risk factors of their offence be consistently attended to as of noticing the problem until its resolution. Such an approach requires that a specific person – the case manager who attends to the problem of one minor from the beginning to the end – stand for the resolution of the problem of each minor. The case manager certainly does not work alone, but cooperates with specialists of other areas (e.g. the social worker of the school, a child protection official, an education official, the police, the probation officer) where necessary in order to jointly organise the imposition of sanctions according to the needs of the minor.

Networking for resolution of the problems of juvenile delinquents is currently not effective throughout Estonia. Therefore the early notice of the problems of minors and timely reaction thereto is not always ensured. There is room for improvement in cooperation between different institutions as well, because it is still currently based primarily on personal contacts and people tend to focus on single cases involving minors. The application of networking is made difficult by the lack of specialists who would attend to the problems of children (e.g. child protection officials, psychologists, social teachers). The number of child protection officials in Estonia has increased over the recent years, but it remains well below the goal of one child protection official per one thousand children. In 2001 there were 117 and in 2005 there were 153 child protection officials (16 at county governments and 137 at local authorities). The lack of child protection officials is an obstacle primarily in smaller and rural local authorities.

The system of case management, i.e. who should be the case manager in the event of an offence committed by a minor, what the exact role of the case manager is, how the exchange of information between various specialists should take place upon resolution of the problems of a juvenile delinquent, has not been clear either.

Table 3. Number of child protection officials 2003-2005

County	2003			2004			2005		
	LA	CG	Total	LA	CG	Total	LA	CG	Total
Tallinn	33	3	36	34	3	37	35	3	38
Harju County, excl. Tallinn	17	1	18	19	1	20	15	1	16
Hiiu County	3	0	3	3	0	3	2	0	2
Ida-Viru County	14	1	15	16	1	17	18	1	19
Jõgeva County	7	1	8	7	1	8	10	1	11
Järva County	3	1	4	2	1	3	3	1	4
Lääne County	1	1	2	1	1	2	1	1	2
Lääne-Viru County	9	1	10	8	1	9	7	1	8
Põlva County	1	1	2	1	1	2	1	1	2
Pärnu County	12	2	14	13	1	14	13	1	14
Rapla County	3	0	3	3	0	3	5	0	5
Saare County	6	1	7	7	1	8	6	1	7
Tartu County	13	1	14	11	1	12	12	1	13
Valga County	1	1	2	1	1	2	2	1	3
Viljandi County	5	1	6	5	1	6	6	1	7
Võru County	2	1	3	1	1	2	1	1	2
TOTAL	130	17	147	132	16	148	137	16	153

Source: Ministry of Social Affairs

Family-based intervention

Foreign surveys indicate that various family-based intervention programmes are effective means of preventing juvenile behaviour problems and delinquency. For instance, home visit programmes, educating

parents in combination with children's day care/school preparation, training children and parents in nursery schools and schools, multi-system therapy and functional family therapy.³⁴

Several of the services currently provided by the Ministry of Social Affairs and local authorities are meant for supporting parents. For instance, the support person service is meant for children and their parents in order to improve their management with daily life. The support person services helps people with management difficulties return to a stable human environment. Abused children and their family members may be offered a counselling service. Rehabilitation services can be rendered to children specified by the Juvenile Committee who do not perform the obligation to attend school or who have committed an unlawful act which has the elements of a crime provided for in the Penal Code. Besides these services the counsel of a psychologist is widely sought in various problem situations. Various non-profit associations also offer for a charge training and counselling aimed at improving the upbringing practices and social skills of the parents (e.g. the training organised the Sina ja Mina family centre; the training programme of the Viljandi Youth Hobby Centre; the Secure Nursery School Project of non-profit association Eesti Naabrivalve).

Nevertheless there is room for improvement regarding attending to this issue in Estonia and we cannot yet talk about systematic and active family-based intervention, especially programmes planned for the parents of the risk group children.

Educational support systems

The school has an important role upon shaping the communication and behaviour skills of children, increasing their self-confidence and developing their social skills. Therefore, educational measures are an important means of combating juvenile delinquency. The state has created the following opportunities for helping children in ordinary schools:

- **Remedial classes** meant for correction of the psychical development, feelings and will of children with permanent educational difficulties for the purpose of supporting the development of the child and contributing to the acquisition of the national curriculum of the basic school.³⁵
- **Opportunity classes** have been opened in ordinary schools for teaching students with educational difficulties and there are up to 16 students in the class. Teaching is differentiated and based on the national curriculum.³⁶
- **Individual Study Programme (ISP)** is a study programme drawn up for students with special educational needs, which creates study and development conditions for the student in line with their abilities. The ISP is applied either permanently or over a certain term in one or several subjects.³⁷
- **Classes for children with behavioural difficulties** the goal of which is to correct the behavioural pattern of students, reduce school refusal, increase overall social competence and shape study habits and values in order to ensure study progress which corresponds to the student's abilities.³⁸
- **Student home** is a weekly home created at the school, which provides the student with the study, residence and educational conditions corresponding to the individual needs and interests of the student.³⁹ The student home gives the opportunity to help children who have social problems and whose parents do not have any time, will or skills to develop them.
- **Home study** is made available by the state to students who have a certain medical diagnosis or who have been hospitalised.⁴⁰

³⁴ Overview of Strategies and Programmes of Reduction of Juvenile Delinquency in the World. Triin Edovald. 2005. Justice Ministry's criminal policy surveys IV.

³⁵ Regulation No. 34 of the Minister of Education and Research, 1999.

³⁶ Subsection 21 (4) of the Basic Schools and Upper Secondary Schools Act.

³⁷ Regulation No. 61 of the Minister of Education and Research, 2004.

³⁸ Regulation No. 38 of the Minister of Education and Research, 2004.

³⁹ Regulation No. 79 of the Minister of Education and Research, 2002.

⁴⁰ Regulation No. 24 of the Minister of Education and Research, 2000.

- **A speech therapist** helps to prevent and treat oral and written speech disabilities. Speech therapy is the oldest support system upon prevention of educational difficulties and therefore it is also the most widespread.
- **After-school group** provides students with support and supervision upon filling their leisure time and doing homework and pedagogical instruction upon developing their interests.⁴¹
- In order to support the development of the student and promote cooperation between the school and home, **annual development conversations between the student, parent and the advisory teacher** were launched in 2005.
- Counselling services have been made available to the parties attending to students who have educational difficulties and special educational needs. Currently there are counselling centres only in a few cities (Tallinn, Tartu, Pärnu, Viljandi) and they are financed primarily by local authorities.
- More schools have started using auxiliary teachers, psychologists, social workers and social teachers. However, there are no reliable statistics on the availability or extent of application of psychologists and social workers.

All the aforementioned support systems can be applied only upon agreement of the parents. Therefore it is essential from the point of view of noticing problems and immediate intervention that a well-oiled cooperation network be established between the school and home. Upon application of support systems the lack of specialists often becomes an obstacle. Their availability in a school does not depend solely on the good will and activities of the school but also the desire and efforts of the manager of the school. Therefore the activeness of using various opportunities created so far is different and may not always meet the needs of the area. An overview of the applied support services in forms 1-9 in the daytime study form in general education in academic year 2004/2005 has been given in Annex 4.

2.2.4. Situational prevention

Situational prevention among minors is carried out primarily through **the Juvenile Committees and the system of special needs schools**, i.e. through special youth cooperation.

System of the Juvenile Committees

The system of the Juvenile Committees was created on the basis of the Juvenile Sanctions Act on 1998. As of 1 January 2006 the Committees had been established at all county governments plus in 41 local authorities, incl. in each city district government of Tallinn.

The network of the Juvenile Committees is administered by the Youth Department of the Ministry of Education and Research and the Estonian Youth Work Centre. The main lever of coordination of the system is organisation of information days, study visits and training courses.

The main task of the Committees is to organise the life of juvenile delinquents through the sanctions imposed on them and to reduce the non-supervision of minors and factors contributing to offences.⁴² The Committees must coordinate crime prevention among young people in their area (see clause 2.2.3 herein).

The workload of the Juvenile Committees has increased considerably over the recent years. In 1999 sanctions were imposed in 1,847 events with regard to 1,308 minors, but in 2005 these figures were 5,061 and 4,015, respectively. Juvenile delinquents are referred to the Committee by the police, the Prosecutor's Office and the school. The police must refer to the Committee any minor against whom misdemeanour proceedings have terminated as well as any minor who is incapable of guilt due to age (i.e. under the age of 14 years) and has committed an unlawful act (in that case no criminal or misdemeanour proceedings will be initiated). In practice it is often possible to influence minors without sending materials to the Juvenile Committee. For example, for a 10-year-old who has stolen a chocolate bar from a shop

⁴¹ Regulation No. 15 of the Minister of Education and Research, 2000.

⁴² Section 2 of the Statute of the Juvenile Committee. The Statute has been approved by Regulation No. 207 of the Government of the Republic of 22 September 1998.

communication with a person in a police uniform and a trouble at home might often be enough. Sending such a child before the Juvenile Committee may be too traumatising for the child. However, on 15 June 2006 the Riigikogu adopted an amendment according to which the police may decide in each specific case whether it is necessary to send the materials to the Juvenile Committee or not (upon termination of proceedings against a minor who committed a crime the Prosecutor's Office must still send the materials to the Juvenile Committee). However, this amendment should soon slightly reduce the workload of the Committees.

The Juvenile Committees can impose nine different sanctions ranging from a warning to referral to a special needs school. The most frequent sanctions imposed by the Committees include warnings, followed by community service and a conversation with a psychologist, social worker or another specialist. In about a third of the cases combined sanctions, i.e. several sanctions are imposed (see Annex 6 regarding the statistics of the Committees).

The main problems upon imposing sanctions are the availability of sanctions throughout Estonia. The possibility of imposing sanctions depends to a large extent on the existence of specialists and programmes and the effectiveness of the cooperation network in the area. According to the Committee members, it is the most difficult to find opportunities for application of social programmes as well as to find the required specialists and community service facilities. There are few educational measures and the organisation of conciliation is unclear and time-consuming. There are problems with the consistency of the process and the lack of feedback regarding the effectiveness of the sanctions.

• **System of schools for students who need special treatment due to behavioural problems**

There are three schools in Estonia for students who need special treatment due to behavioural problems (hereinafter the special needs schools). As of 1 January 2006 these schools had approx. 170 students. The schools in Puiatu and Tapa (language of instruction: Russian) are for boys (number of students 63 and 60, respectively) and the school in Kaagvere is for girls (47). The students of the special needs schools are aged 10-18 and most of them study at the third stage (forms 7-9).

Minors can be referred to a special needs school on the basis of a court ruling at the request of the Juvenile Committee⁴³ (in 2005, 94 students were referred to a special needs school on the basis of a court ruling) as well as on the basis of a court judgment if the court decides to release a person aged 14-18 years from punishment, imposing the referral to a special needs school as a sanction⁴⁴ (approx. 10 students were referred to a special needs school on the basis of a court judgment which entered into force in 2005).

In the audit⁴⁵ of the special needs schools conducted by the State Audit Office the effectiveness of the system of the special needs schools has been deemed low due to the following reasons:

- Referral to a special needs school is time-consuming and troublesome. It takes four weeks to six months from making a judgment until the student reaches the special needs school, which leaves many problem children without supervision for a long time.
- Children of very different backgrounds who have committed offences of very different degrees of difficulty are referred to a special needs school: young people who have committed serious offences as well as young people systematically skipping school are put together.
- The study and educational work of the special needs schools does not taken the needs of the child into account. There are not enough psychologists in the special schools and there are no social worker positions. The material situation of the schools is very poor at times. The emphasis of the educational work is primarily on checking on the children, not developing them. This is one of the most important factors of why many students leaving a special needs school cannot adapt to society.

⁴³ Section 6 of the Juvenile Sanctions Act

⁴⁴ Clause 87 (1) 4) of the Penal Code.

⁴⁵ Audit Report No. 2-5/04/45, Function and Effectiveness of Special Needs Schools, 18.06.2004.

- No systematic follow-up probation. Although it is obvious that upon returning to the environment which caused the problems the risk of the minor behaving wrong is high, no consistent follow-up probation is exercised over the children leaving a special needs school. Usually the quality to follow-up probation depends on the good will and skills of the local social worker, because there are no clear instructions.

In 2006 the functions of the special schools, the problems of the students, the support systems applied with regard to the students, the methods of intervention and the in-service training needs of the personnel were investigated on the initiative of the Ministry of Education and Research.⁴⁶

According to the survey, the factors obstructing studies include the insufficiency of the support services and study aid and poor repair of the study environment. The absence of a close relationship between the educators and the students and little possibilities of gaining practical experience for a life on one's own were seen as the shortcomings in the education work. It was also indicated that the students did not have any privacy, any opportunity to be alone. The relations between the students were characterised by such types of antisocial behaviour as violence, bullying and bad language, which also created tensions between the students.

2.2.5. Attending to the consequences

Special treatment of minors in criminal proceedings

The performers of the prevention work have begun to specialise in processing juvenile criminal matters, although this specialisation is not yet ensured in the entire justice chain. Until now the police have specialised mainly in Law Enforcement Departments. The Prosecutor's Office has reached full specialisation. A separate Juvenile Department has been established in the Northern Circuit Prosecutor's Office. Judges have not attended to it that actively, but the territorial jurisdiction reform of 2006 should encourage the judges to specialise as well.

The speed and principles of processing juvenile criminal matters play an important role in influencing young people not to commit a new crime and make the child perceive a clear connection between an offence and the following reaction. Justice Ministry's analysis of the special treatment of minors showed that the time that the Prosecutor's Offices spend on processing juvenile matters varies a lot. Usually, it takes at least four months (see Annex 7). It also became evident that judicial proceedings take more time than the preliminary investigation. Pre-trial proceedings involving minors are extended primarily due to the need to take into account the special requirements established to juvenile criminal proceedings such as the involvement of a child protection official in questionings the organisation of which is currently not clear as well as carrying out additional psychological surveys for identifying the psychical condition of the child where necessary, etc.

In the case of juvenile delinquents alternative solutions are sought and it is increasingly attempted to avoid full criminal proceedings. The Prosecutor's Offices have started to terminate juvenile proceedings more actively (mostly by forwarding the materials to the Committee) and to apply alternative proceedings in matters sent to the court. Juvenile matters are usually resolved in a compromise procedure, while the number of juvenile matters remaining in the full or competitive judicial proceedings is relatively small (see also Annex 7).

Penal practice in juvenile criminal matters

The Justice Ministry has analysed the penal practice of the courts in juvenile criminal matters⁴⁷ and the

⁴⁶ Schools for Students Who Need Special Treatment Due to Behavioural Problems in Estonia 2005/2006. Tartu 2006. University of Tartu, Faculty of Education, Department of General Education, Kristi Kõiv, Ene Mägi.

⁴⁷ Activity Report of the Criminal Policy Department of the Ministry of Justice. Courts Punishment Practice in Juvenile Criminal Matters 2005, 2006.

results of the analysis show that based on court judgments which entered into force in 2005 approx. 700 minors were convicted in the courts of the first instance. The minors convicted in 2005 were usually placed on probation (65%). A conditional sentence was applied primarily to minors who had not been judicially punished beforehand. Other most frequent types of punishment of minors included imprisonment (19%), release from punishment by imposing other sanctions (18%), a warning, referral to a special needs school and subjection to supervision of conduct. Release from punishment was usually applied to those who had no records of judicial punishment, but actual imprisonment was mostly imposed on minors who had been judicially punished before. Pecuniary punishments and supplementary punishments were imposed on 1-2% of the convicted minors (see also Annex 8).

Minors in custodial institutions

According to the register of imprisoned persons approx. 40 minors were in custodial institutions as of the beginning of 2006, most of them being male and 17 years of age. Currently minor convicts serve their sentence in Viljandi Prison and minor persons in custody are detained in Tartu Prison. 75% of minor convicts serve a prison sentence for crimes against property and about a fifth serve a prison sentence for crimes against person. Most of the juvenile imprisoned persons do not have any basic education.

Table 4. Young imprisoned persons in prisons 1995-2005*

Age	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
13-14	2	0	1	1	0	1	1	0	0	1	0
15-17	34	72	59	47	53	64	67	54	46	56	37
18-21	368	383	457	455	436	518	422	268	359	435	377
Total	404	455	517	503	489	583	490	322	405	492	414

Source: Ministry of Justice, Prisons Department

* The data has been given as of the end of the year.

Persons in custody and convicts who are at the age of compulsory school attendance must be able to acquire education in the prison. The possibilities of continuing the acquisition of the basic and general secondary education have been created for juvenile persons in custody in Tartu Prison and in Viljandi Prison they can also acquire a profession, incl. pursue preliminary vocational education. The Ministry of Education and Research exercises supervision over provision of education in prisons and instruction is realised by the schools of general education and vocational education centres of the area. Besides the position of an education coordinator the position of a social teacher has been created in Viljandi Prison and Tartu Prison for the purpose of supporting the educational activities of minors. Educational programmes in prison are supported by the library service and other hobby activities. The daily schedule of juvenile imprisoned persons certainly includes sports.

Juvenile probationers

The number of juvenile probationers has decreased as of the creation of the probation supervision system. In 2002 juvenile probationers accounted for 10% of all probationers, but in 2005 they accounted for approx. 5%. Unfortunately, this cannot be considered the success achieved by the probation supervision system. In fact such change has been caused by amendments of legislation and the use of alternative punishments, which are increasingly sought in the case of minors.

Table 5. Juvenile probationers 1998-2005*

	1998	1999	2000	2001	2002	2003	2004	2005
Total number of probationers	2085	5093	6356	7077	6682	7277	8084	7885
incl. juvenile probationers	443	789	815	771	645	624	459	384
Proportion of juvenile probationers (%)	21	16	13	11	10	9	6	5

Source: Department of Courts of the Ministry of Justice

* The data has been given as of the end of the year.

As of 31.12.2005 the juvenile probationers were characterised by the following figures.

The total number of juvenile probationers was 384, incl. 354 male (92%) and 30 female (8%) probationers. As for age groups, there were 5 juvenile probationers aged 13-14 (1%) and 379 juvenile probationers aged 15-17 (99%).

The courts had convicted and sentenced to probation supervision 246 young people (64%), community service had been imposed on 8 young people (2%), 4 persons (1%) had been released from prison and 22 young people (6%) had been released from shock imprisonment, and a sanction had been imposed on 104 young people (27%).

As for nationality, most of the young people are Estonian (238). The number of Russians is 135. In terms of citizenship the number of Estonian citizens is 306 and the second largest group is stateless persons (61).

81 young people have basic education and 295 have elementary education. It is good that 321 young people are students, so there is still hope that they will complete their education.

313 young people have not been punished pursuant to the criminal procedure, but 62 young people have been punished before. Obviously, most of the committed offences are against property (303), followed by violation of the public order (70) and an offence against person has been committed by 27 young people.

Various activities are performed with young people subjected to probation supervision. The officers use group work, hiking, various programmes, etc. They also monitor the acquisition of education and assist where necessary.

3. Strategic goals and measures and activities to achieve them

Strategic sub-goal I. Improvement of prevention work by way of increasing the awareness and changing the attitudes of the population

Targets of achievement of strategic sub-goal I:

Prevention work has improved. According to the annual overview of crime prevention projects the number of crime prevention projects, the number of training courses and the number of informative materials distributed to the population have increased (2007-2009). It follows from the annual analysis of the final examinations of the basic school and upper secondary school (2007-2009) and the civic education survey of 2009 that the attitudes and values of the students have changed.

Measure 1. Supporting initiatives aimed at crime prevention

Activities

- 1.1. To support crime prevention projects and the activities of non-profit associations engaged in crime prevention

Various ministries (the Ministry of Justice, the Ministry of the Interior, the Ministry of Social Affairs) financially support prevention projects and/or non-profit associations that are important from the point of view of their area. For instance, the Police Board supports drug abuse prevention and legal education projects of police prefectures, through the Gambling Tax Council the Ministry of Social Affairs supports non-profit associations providing social care services and the programme activities of the Estonian Union of Child Welfare in cooperation with the Ministry of Education and Research. Money will be allocated from the budget of the Ministry of Education and Research to the Juvenile Committees for prevention work.

- 1.2. To increase the competence of prevention specialists through the EU's Beccaria project⁴⁸

The goal of the second stage of the project (2007-2009) is to draw up a master's studies programme for European crime prevention specialists and to launch it in a European university. The leader of the project in Estonia is the Ministry of Justice.

Targets

- The prevention projects have been implemented and the activity support has been allocated to the non-profit associations.

⁴⁸ As of 2003 the Ministry of Justice has been involved in the Beccaria project of the European Commission, which aims at increasing the competence of prevention specialists and thus improving the quality of their work through accumulation and development of various methods of evaluation. The project has two stages. The first (2003-2006) focused on developing project and programme quality standards and publication of relevant informational materials. For further information see www.beccaria.de, translated materials are available at <http://www.kuriteoennetus.ee/20266>. The goal of the second stage of the project is drawing up a master's studies programme for European crime prevention specialists and launching it in a European university. Initial agreements regarding implementation of the second stage of the project have been made, but a specific timetable has not been agreed on yet.

- The in-service opportunities of crime prevention specialists have increased through the Beccaria project.

Measure 2. Notification of minors of crime prevention

Activities

2.1. To issue publications and other information materials on crime prevention

The police and relevant non-profit associations (e.g. Eesti Naabrivalve) will make advisory leaflets for children and their parents. The Estonian Youth Work Centre will prepare a leaflet about the work of the Juvenile Committees for parents and children.

2.2. To disseminate crime prevention information through the crime prevention web (www.kuriteoennetus.ee) and websites of other relevant agencies

In the future the crime prevention web should contain useful instructions for nursery school employees, class teachers and subject teachers.

2.3. To launch collection of regular information about various crime prevention projects and programmes

Information on crime prevention projects financed out of the state budget will be gathered as of 2007 on the initiative of the Ministry of Justice and annual summaries will be made available through the crime prevention web.

Targets

- Crime prevention publications have been issued by the police and relevant non-profit associations and a leaflet on the Juvenile Committees has been issued by the Estonian Youth Work Centre.
- As of 2007 there is an annual overview of all crime prevention projects.
- The crime prevention web contains updated information about prevention of juvenile delinquency.

Measure 3. Influencing the attitudes of the population

Activities

3.1. The police and other relevant institutions, incl. non-profit associations organise crime prevention lectures in nursery schools and schools of general education.

The target group of the police and other relevant institutions, incl. non-profit associations comprises students, teachers and parents.

3.2. To extensively implement the School Peace programme

The purpose of the School Peace programme is to create a friendly school environment in cooperation with students and teachers. The implementation of the programme is coordinated by the Estonian Youth Work Centre.⁴⁹

⁴⁹ In the framework of the School Peace programme crime prevention is realised as follows: exchanging international experiences on the Internet and organising seminars and information days (Daphne-II 2006-1, Comenius); notification and exchange of information (School Peace website, leaflet); active involvement of schools in the School Peace programme (a detailed campaign for implementation of the School Peace programme lasting several years) for which a team consisting of a psychiatrist, a School Peace programme coordinator, etc., will be formed and during which lectures will be combined with the activities of the school (jointly with programme partners). The School Peace programme is directly connected with the primary activities of the programme partners:

- 3.3. To develop methodological guidelines by the subheadings of Measure 3 of the Development Plan and incorporate the respective headings into the in-service training plans of teachers

This methodological material has been planned for the teachers, class teachers and subject teachers of basic education and it is developed under the guidance of the National Examination and Qualification Centre along with other relevant agencies.

- 3.4. To organise training for the editors of the publishing houses publishing textbooks and the members of the subject councils approving the textbooks in order to improve juvenile delinquency prevention projects. To make recommendations for taking crime prevention principles into account upon drawing up textbooks.
- 3.5. To regularly assess the attitudes and values⁵⁰ of students in the field of civil society

The monitoring of knowledge and attitudes will be organised by annual analysis of the final examinations of the basic school and upper secondary school. One possibility is to conduct surveys in every three years and it is planned to participate in international civic education surveys.

- 3.6. To launch testing the Skills For Adolescence programme of Lions Quest in Estonian schools of general education.

The programme is meant for developing the social competence of students. By now the materials of the programme have been translated and they are being adapted to the Estonian educational and cultural context. The programme is financed by the Lions Club International Foundation, which has allocated its support to the Estonian region of Lions Clubs.

Targets

- The police prefectures and other relevant institutions, incl. the non-profit associations have organised at least 3,500 crime prevention lectures per year.
- The School Peace programme has expanded to 30 more schools and in the framework thereof the pilot project titled Differences Make Life Interesting, which contains a free series of lectures and role plays on tolerance and mutual understanding (in to age groups: forms 1-4 and 5-7), has been launched in at least 10 schools by 2008; a series of free lectures and participation games on crime prevention topics has been launched in the framework of the School Peace programme by 2009.
- The instructions for teachers regarding crime prevention have been made and the topics of crime prevention have been incorporated into the in-service training plans of teachers by 2008.
- The training for publishers and members of subject councils has been organised by 2009. The recommendations for taking crime prevention principles into account upon drawing up textbooks have

1) prevention of bullying in schools, intervention and shaping a securer school environment (Estonian Union for Child Welfare); 2) supporting an counselling peers (non-profit association TORE); 3) health promotion in schools (National Institute for Health Development); 4) ensuring children's security and crime prevention through leisure activities and educational joint events (non-profit association Falck Noorteklubi); 5) increasing security in schools through noticing problem situations and notification (non-profit association Naabrivalve: koolivalve); 6) counselling abused children, their parents and school personnel (Tallinn Children Support Centre).

⁵⁰ For instance in 2006 students' knowledge of civil rights and obligations was evaluated throughout Estonia (Noorte kodanikukultuur muutuvast ühiskonnas. Üle-eestiline kodanikukasvatuse lõppraport, <http://www.hm.ee/index.php?popup=download&id=4488>). The survey indicated that regardless of the form, students' knowledge of provisions of law is better than their skill of solving real life conflict situations; the proportion of students who provided the correct answer to the question "What constitutes an unlawful act?" had decreased by 2005 in comparison with 1999.

been compiled and made available through the website of the National Examination and Qualification Centre.

- Monitoring has been carried out at the end of the school stage, crime prevention projects are reflected in the analysis of the examinations and it has been participated in the survey of the International Association for the Evaluation of Educational Achievement in 2009.
- The Skills for Adolescence programme of Lions Quest has been tested in at least five schools of general education by 2007.

Strategic sub-goal II. Improving the availability of social and educational prevention measures

Targets of achievement of strategic sub-goal II:

Estonian Information System for Education has had an additional module added for ensuring the availability of educational support systems and receiving usage statistics (2007). The number of child protection officials has been increased (2007-2009). Parents and specialists working with children (child protection officials, medical personnel, nursery school teachers, etc.) have been trained to notice children's problems early (2007-2009). In-service training has been conducted for teachers and instructions for noticing children's development deviations have been compiled (2007-2009).

Measure 4. Establishment of a system for early notice of the child's problems

Activities

- 4.1. To organise training in order to increase the competence of various specialists

Training for ensuring early notice of problems is meant for the personnel of nursery schools, educational institutions, medical institutions, child protection officials and other specialists. The training covers the possibilities of resolution of conflicts arising between children and in the child network, the possibilities of recognising children with behavioural difficulties, etc. Counselling specialists can be trained through the ESF project, networking training is offered by the National Institute for Health Development. In the networking training organised by the Ministry of Social Affairs and the National Institute for Health Development according to the action plan of the Strategy for Ensuring Children's Rights 2007 50 members of the child network will undergo child abuse training and 200 specialists participating in the child network will undergo broader follow-up networking training. The Estonian Union for Child Welfare will organise training in the principles of family-centred work for family support persons.

The basic and in-service study programmes of teachers will be updated, paying closer attention to supporting the development of the child and noticing development and educational special needs. Instructions on noticing and supporting the development of the child will be drawn up for teachers. The Open University of the University of Tallinn and the University of Tartu will organise respective training for teachers.

- 4.2. To specify the obligation to notify of a child in need as provided for in the new Child Protection Act

- 4.3. To determine the role of the child protection employee as that of the case manager in charge

The draft Social Welfare Act Amendment Act provides that the child protection employee will become the case manager in charge who will include their network in resolving the child's problems. After amendment of the Social Welfare Act the principle of case management will be specified in the new Child Protection Act as well. According to the principle, in the event of violation of a child's rights the case manager in charge will be the child protection employee of the local authority, unless agreed otherwise in the network of the specialists working with children.

4.4. To increase the number of child protection employees in local authorities and to establish a limit in the Child Protection Act to be adopted in 2007 according to which there must be at least one full-time child protection employee per 1,000 children registered in the population register

4.5. To establish a procedure for notification of children who fail to perform the obligation to attend school

To that end acts will be modified, specifying the definition of failure to perform the obligation of compulsory school attendance, the sanctions imposed in the event of the failure to attend school and the liability of various levels (child/parent, school, school manager, state) for ensuring the performance of the obligation of compulsory school attendance. It is important to ensure that the parent, the school and the school manager do not leave the student's failure to attend school unnoticed and that they try to find possibilities for supporting and motivating the student.

4.6. To organise social work in the school through development of professional standards for social workers / social educators

4.7. To launch the development and application of the integrated counselling model. The goal is to make the counselling services available to the students with special educational needs as well as students with behavioural difficulties.

In the framework of the integrated counselling model all the counselling services meant for young people (e.g. career counselling, vocational counselling, vocational orientation, psychological counselling, family and health counselling) are gathered into a single system administered by the state. At present the said services are provided by several service providers and different approach at the level of the local authority does not support high-quality and effective development or provision of the service.

Targets

- 250 people have undergone 40-hour training in noticing problems.
- The instructions for teachers have been drawn up and the teachers have undergone in-service training.
- Amendments of legislation (Child Protection Act, Social Welfare Act, Basic Schools and Upper Secondary Schools Act) have been approved.
- The number of child protection officials in local authorities has increased.
- The updated procedure for notification of the failure to perform the obligation of school attendance has been developed by 2008.
- The professional standard of social workers and/or social teachers has been developed by 2008.
- The integrated counselling model has been developed.

Measure 5. Development of social and education prevention measures

Activities

5.1. To educate parents in order to improve their social skills and skills of bringing up children

To train parents the Ministry of Social Affairs, through the Gambling Tax Council, supports projects developing the social skills of parents and introducing good upbringing practices and the activities of non-profit associations which implement the projects.

5.2. To add an additional module to the Estonian Information System for Education for ensuring the availability of educational support systems and receiving usage statistics

5.3. To carry out applied research in order to identify the need for student homes and, proceeding from the results of the survey, expand the student home programme

Targets

- The projects promoting the social skills and good upbringing practices of parents have been implemented.
- By 2007 there is a statistical overview of the existence and use of the support systems.
- The survey on the student homes has been carried out and by 2010 at least 1% of the students of basic schools are guaranteed a state-financed student home place.

Strategic sub-goal III. Improvement of the work of the Juvenile Committees and schools for students who need special treatment due to behavioural problems

Targets of achievement of strategic sub-goal III:

The system of the Juvenile Committees has been organised (the Juvenile Committees have new development plans (2008)), the financing system of the Committees has been organised (2007-2009), the practice has been harmonised (2008). The statistical information on the work of the Juvenile Committees is available from the Estonian Information System for Education (2007). The non-academic conditions of the special needs schools have improved (2009), the Kaagvere and Puiatu special needs schools have transferred to the family-centred dispersion model (2009). Each student leaving a special needs school has a reintegration plan (2009).

Measure 6. Development of the system of management of the Juvenile Committees

Activities

- 6.1. To analyse the structure and the activities of the Committees for organisation of the network and system of management of the Juvenile Committees
- 6.2. To organise the principles of financing the Juvenile Committees

Contracts for use of allocations made between the Ministry of Education and Research and the Juvenile Committees ensure that as of 2007 county Juvenile Committees can proceed from the needs of the county and the Committee upon using the allocations and decide more flexibly whether to use the support for imposing sanctions, organising prevention project competitions or motivating the Committee members.

- 6.3. To draw up the development plans of the Juvenile Committees and exercise regular supervision over their implementation
- 6.4. To regularly organise information days of the Juvenile Committees

Targets

- Organisation of the management system has been commenced on the basis of an analysis of the system of management of the Juvenile Committees by 2008.
- The new development plans of the Juvenile Committees have been drawn up.
- By 2008 the system of financing the Committees has changed.
- At least two information days have been organised for the Committee members per year.

Measure 7. Creation of the information environment of the Juvenile Committees

Activities

7.1. To create a web forum and document management system on the website of the Estonian Youth Work Centre

The web-based communication environment would be aimed at the Committee members and promote the practice and level of the Committees besides improving the exchange of information and experiences. Samples of documents and other auxiliary materials necessary for the work of the Committee would be available in the electronic document management system.

7.2. To launch gathering the statistics of the Juvenile Committees based on the database of the Estonian Information System for Education

The procedure for collection of the statistics which has been submitted by the Juvenile Committees on paper will be abolished and as of 2007 the statistics will be gathered on the minors discussed in the Committee only electronically. To that end the secretaries of the Juvenile Committees enter the data in the new additional module of the Estonian Information System for Education.

7.3. To organise the questions concerning personal data protection in the work of the Juvenile Committees

To that end the Ministry of Education and Research will form a work group whose duty is to analyse, among other things, the necessity of developing the database of the Juvenile Committees, the security of the data of minors kept in the Committee, the procedure for preservation and archiving thereof, etc.

Targets

- There is a separate forum option and document management system for the Committee members on the website of the Estonian Youth Work Centre.
- As of 2007 the statistics of the Juvenile Committees is gathered on the basis of the Estonian Information System for Education.
- By 2008 the personal data protection issues have been analysed and the information environment of the Committees is being organised.

Measure 8. Improvement of the work organisation of the Juvenile Committees

Activities

8.1. To launch occupational counselling of the Committee members and train teams for such purpose

The purpose of occupational counselling is to increase professional competence. In the course thereof the Committee members are provided with counselling and support relating to their work process. In 2007 a preliminary analysis will be conducted for launching occupational counselling. Occupational counselling teams will be formed and trained (cognitive therapist, psychologist, etc.). In 2008 the teams will start providing the occupational counselling service going through all the counties. Such counselling would be voluntary and free of charge for the Committee members.

8.2. To introduce the usage of the principles of case management upon identifying and imposing sanctions

To that end the Juvenile Sanctions Act will be modified, stipulating the precise roles of the parties upon imposing sanctions and exercising supervision.

8.3. To develop risk assessment methodology for the Juvenile Committees

The suitable methodology allows for more purposeful usage of the resources of the Committee, helping to find the most suitable sanction for the minor.

Targets

- By 2009 the provision of the Committee members with the occupational counselling service has been launched.
- By 2008 the risk assessment method has been developed.

Measure 9. Ensuring the availability of sanctions in the Juvenile Committees

Activities

9.1. To update the conciliation procedure in the Juvenile Committees

Victim employees could be used as possible conciliators and the Ministry of Social Affairs has started to train them for provision of the conciliation service in criminal law. The purpose of conciliation is to conciliate the victim and the criminal by dealing with the reasons of the conflict that led to the crime.

9.2. To change the organisation of probation

During amendment of the Juvenile Sanctions Act the definition of such a sanction as probation will be expanded and where necessary a support person may be appointed to the minor.

9.3. To map the network of service providers for imposing sanctions and launch their training

According to the Statute of the Juvenile Committees, the Committees can also find and train members of the network in order to ensure imposition of sanctions.

9.4. To develop the conceptual bases of development of special needs schools

The students of the special needs schools are viewed as an integral part of the students who need special treatment due to behavioural problems. The developed support systems and cooperation network must be available to all children who need special treatment due to behavioural problems, regardless of the type of school where the student is studying.

Targets

- By 2008 the Juvenile Sanctions Act has been amended at the organisation of probation and conciliation has been specified in it.
- 20 potential service providers have annually undergone basic training in imposing sanctions.
- By 2009 all educational institutions are ready to ensure the application of the support systems (individual study programme, behavioural support plan, integration and reintegration plan, rehabilitation and recovery) for students who need special treatment due to behavioural problems.

Measure 10. Creation of a secure school environment in the special needs schools

Activities

10.1. To specify the health protection and security requirements of the special needs schools

To that end the Minister of Social Affairs regulations “Health Protection Requirements for Schools” and “Health Protection and Safety Requirements for Isolation Premises” will be updated.

10.2. To update the study and non-study conditions of the special needs schools

Targets

- The respective regulations of the Minister of Social Affairs have been updated and the amendments have been applied in the work of the special needs schools.
- The infrastructure and the study and non-study conditions of the special needs schools have been updated.

Measure 11. Organisation of referring students to a special needs school

Activities

11.1. To simplify the system of reservation of student places in special needs schools

It is planned to abolish the role of the School Network Administration Bureau in the reservation process, which currently serves as a link between the Juvenile Committees and the special needs schools. According to the amendment the Committees will reserve places directly, communicating directly with the special needs schools. The letter of referral of a student to a special needs school will be issued by the School Network Administration Bureau on the basis of a court ruling (or judgment).

11.2. To develop the procedure for taking students to the special needs schools

To that end the parties who are obligated to take students to the school (incl. students who have left the school without permission) will be specified; it will also be determined from which resources the costs of taking students back to the school will be covered.

11.3. To develop the principles for early release of students from a special needs school and prolongation of the time of stay in a special needs school

Targets

- As of 2008 the study places in the special needs schools will be reserved by the Juvenile Committees and the letters of referral will be issued by the School Network Administration Bureau of the Ministry of Education and Research.
- Legislation of taking students to the special needs schools, releasing students from the special needs schools before the prescribed time and prolongation of the term of stay in the special needs schools have been drawn up not later than by 2008.

Measure 12. Development of study and educational work in the special needs schools

Activities

12.1. To determine the exact duties of the special needs schools depending on the behavioural problems of the students

This means differentiation of the services and security measures pursuant to the difficulty of the crime committed by the student and the behavioural difficulties of the student.

12.2. To apply the family-centred student dispersion model

The human environment in the student homes in Kaagvere and Puiatu will be made family model-based.

12.3. To develop the descriptions of the student support services and identify the resource needs of the personnel for implementation of the study and educational objectives of the special needs schools

12.4. To provide each child with educational, social and health support based on their individual needs. The basis for application of the support services is the functionality of the school cooperation network in practice. To that end the networking model will be developed and the resources required for operation of the network (the personnel and finances) will be identified.

12.5. To increase the professionalism of the personnel of the special needs schools through in-service training

Targets

- The exact duties of the special needs schools depending on the behavioural difficulties of the student have been specified in the statute of each special needs school and in the internal rules of the school.
- To develop the descriptions of the student support services and identify the resource needs of the personnel for implementation of the study and educational objectives of the special needs schools
- The family-centred dispersion model has been applied in the student homes of the Kaagvere and Puiatu special needs schools by 2009.
- As of 2007 the children of the special needs schools are provided with educational, social and health support according to their individual needs.
- The employees of the special needs schools have undergone in-service training.

Measure 13. Establishment of a follow-up probation system for those leaving a special needs school

Activities

13.1. To create a cooperation network for re-socialisation of a student upon leaving a special needs school

13.2. To launch drawing up and implementing transition plans when a student leaves a special needs school

Targets

- As of 2007 a reintegration plan and a transition plan ensuring smooth transition to further educational or occupational life has been made for all students leaving the school.

Strategic sub-goal IV. Effective reaction of the legal system to juvenile offences

Targets of achievement of strategic sub-goal IV:

The system of involvement of child protection official in juvenile criminal proceedings has been organised (2009). In addition to the Prosecutor's Office, officials specialising in juveniles exist in the police and the courts (2009). Juvenile imprisoned persons have been transferred to Viru Prison where there is a system of chambers and where juveniles are separated from adult imprisoned persons (2009). The juvenile penal practice is monitored regularly (2007-2009) and the selection of intervention programmes necessary for resocialisation of minors has been expanded (2009).

Measure 14. Special treatment of minors in criminal proceedings

Activities

14.1. To create possibilities for specialisation in juvenile criminal proceedings in the entire justice chain

By now the Prosecutor's Office has fully specialised, but in the coming years greater emphasis should be laid on the specialisation of investigators and judges in juveniles (incl. family matters).

14.2. To organise involvement of child protection in juvenile criminal proceedings

To that end, a project which covers special treatment training for child protection and police employees, prosecutors, judges, missions of foreign practitioners to Estonia, etc., as a result of which better protection of children in criminal proceedings would be ensured should be launched with the help of the funds of the EU Security Programme.⁵¹

14.3. To launch regular supervision over pre-trial proceedings of minors and the length of keeping minors in custody

According to the developments of the criminal policy and the Code of Criminal Procedure the Ministry of Justice must give the Riigikogu an overview of the crime situation and based on the data of the State Register of Criminal Matters annually publish a report on the crimes committed last year by March 1. Once a quarter the Ministry of Justice will assess adherence to the standards of juvenile criminal proceedings⁵², using the search engine of the State Register of Criminal Matters and in the future, the features of the e-file.

Targets

- By 2009 the system of involving child protection officials in criminal proceedings has been organised.
- At all times there is an overview of the duration of pre-trial juvenile proceedings and the length of keeping juveniles in custody.

Measure 15. Development of the system of punishment of juvenile delinquents

Activities

15.1. To improve the conditions of imprisonment of minors by transferring minors to Viru Prison

In Viru Prison the juvenile imprisoned persons and convicted persons will have a separate department. They will serve their sentence in chambers for two people, which should cut down violence between the imprisoned persons. The time of the transition will depend on the completion of Viru Prison.

15.2. To train the officials who are about to commence employment in the Youth Department of Viru Prison specially for working with minors and young imprisoned persons

To that end the EQUIP programme, which has been specifically designed for teaching skills to juvenile delinquents, will be used.

15.3. To analyse the effectiveness of the punishments of minors and, where necessary, to supplement the selection of punishment types or sanctions as a result thereof

⁵¹ The new financial framework for 2007-2013 includes a general programme "Security and Protection of Freedoms" one of the special programmes of which is "Preventing and Combating Crime."

⁵² The standard of pre-trial juvenile proceedings for prosecutors will be drawn up in 2006.

Targets

- Juvenile imprisoned persons have been transferred to Viru Prison.
- The officials who start working in the Youth Department of Viru Prison have undergone special training.
- The analysis of the effectiveness of the punishments has been made in 2007.

Measure 16. Expansion of the selection of intervention programmes for re-socialisation of imprisoned minors**Activities**

16.1 To organise regular Aggression Replacement Training for juvenile imprisoned persons

Aggression Replacement Training is a programme which is meant for juvenile imprisoned persons who have a tendency for violent behaviour, low morals and poor social skills. The participants are taught to understand their aggressiveness and antisocial behaviour and replace it with positive alternatives.

16.2 To regularly apply the anger management programme with regard to imprisoned minors

The anger management programme is meant for impulsive and aggressive imprisoned persons. To goal is to explain to the participants what happens with them when they get angry, why they have to control their anger, why anger management is useful and to give the students a chance to practice anger management through role play.

16.3 To regularly apply the On the Threshold of Freedom programme with regard to imprisoned minors

It is a programme which supports mainly the relationships of the imprisoned person with the family, e.g. by organising family camps and family events for the imprisoned persons outside the prison.

Targets

- At least 30 juvenile imprisoned persons have undergone the Aggression Replacement Training per year.
- At least 40 juvenile imprisoned persons have passed the anger management programme per year.
- At least 40 juvenile imprisoned persons have passed On the Threshold of Freedom programme per year.

Annexes

Annex 1. Development Plan Implementation Plan for 2007-2009

MEASURES	ACTIVITIES	TOTAL COST 2007-2009	DEADLINE	IN CHARGE
Strategic sub-goal I. Improvement of prevention work by way of increasing the awareness and changing the attitudes of the population				
Total cost of the measures				
1. Supporting initiatives aimed at crime prevention	1.1. To support crime prevention projects and the activities of non-profit associations engaged in crime prevention	6,000,000	2009	Ministry of Justice
		3,600,000	2009	Ministry of the Interior, Police Board
		Operating costs of the Ministry of Social Affairs and allocation of the Gambling Tax Council	2007-2009	Ministry of Social Affairs
	4,800,000	2009	Ministry of Education and Research	
	1.2. To increase the competence of prevention specialists through the EU's Beccaria project	66,000	2009	Ministry of Justice
2. Crime prevention notification of minors	2.1. To issue publications and other information materials on crime prevention	180,000	2009	Ministry of the Interior, Police Board
		75,000	2009	Estonian Youth Work Centre
		63,000	2009	Non-profit association Eesti Naabrivalve
	2.2. To disseminate crime prevention information through the crime prevention web and websites of other relevant agencies	60,000	2007-2009	Ministry of Justice, Ministry of the Interior, Ministry of Education and Research, Estonian Youth Work Centre
	2.3. To launch collection of regular information about various crime prevention projects and programmes	30,000	2007-2009	Ministry of Justice in cooperation with the Ministry of the Interior, the Ministry of Social Affairs, the Ministry of Education and Research and the Gambling Tax Council
3. Influencing the attitudes of the population	To organise crime prevention lectures in nursery schools and schools of general education	Operating costs of police prefectures	2007-2009	Police prefectures
		Operating costs of non-profit association Eesti Naabrivalve	2007-2009	Non-profit association Eesti Naabrivalve
	3.2. To extensively implement the School Peace programme	300,000	2009	Estonian Youth Work Centre and other partners
	3.3. To develop methodological guidelines by the subheadings of Measure 3 of the Development Plan and incorporate the respective headings into the in-service training plans of teachers	35,000	2008	National Examination and Qualification Centre / Ministry of Education and Research
	3.4. To organise training for the editors of the publishing houses which publish textbooks and for the members of school subject councils	15,000	2009	National Examination and Qualification Centre along with other relevant agencies

	who approve the textbooks of school subjects. To make recommendations for taking crime prevention principles into account upon drawing up textbooks.			
	3.5. To regularly assess the attitudes and values of students in the field of civil society	6000 1,200,000	2009 2009	Ministry of Education and Research / National Examination and Qualification Centre Ministry of Education and Research / Non-Estonians Integration Centre
	3.6 To launch the <i>Lions Quest</i> pilot programme in general education schools	Lions Clubs International Foundation, Ministry of Education and Research / National Examination and Qualification Centre 305,000	2007 – testing	The Estonian region of Lions Clubs in cooperation with the Ministry of Education and Research
Strategic sub-goal II. Improving the availability of social and educational prevention measures				
4. Establishment of a system for early notice of the child's problems	4.1. To organise training in order to increase the competence of various specialists	Ministry of Social Affairs / National Institute for Health Development	According to the action plan of the Strategy for Ensuring Children's Rights 2007 434,000	Ministry of Social Affairs / National Institute for Health Development
	Drawing up instructions for teachers and in-service training of teachers	Ministry of Education and Research / local authorities	2007-2009	Ministry of Education and Research / local authorities
	4.2. To specify the obligation to notify of a child in need as provided for in the new Child Protection Act	Operating costs of the Ministry of Social Affairs	2008	Ministry of Social Affairs
	4.3. To determine the role of the child protection employee as the case manager in charge	Operating costs of the Ministry of Social Affairs	2007	Ministry of Social Affairs
	4.4. To increase the number of child protection employees in local authorities	Operating costs of the Ministry of Social Affairs	2007-2009	Operating costs of the Ministry of Social Affairs
	4.5. To establish a procedure for notification of children who fail to perform the obligation to attend school	Development and operating costs of the Ministry of Education and Research	2007 and 2008	Ministry of Education and Research
	4.6. To organise social work in the school through development of professional standards for social workers / social educators	Development and operating costs of the Ministry of Education and Research	2008	Ministry of Education and Research

	4.7. To launch the development and application of the integrated counselling model	40,200,000	2009	Ministry of Education and Research
5. Development of social and education prevention measures	5.1. To educate parents in order to improve their social skills and skills of bringing up children	Gambling Tax Council and funds of local authorities	2007-2009	Ministry of Social Affairs in cooperation with the Gambling Tax Council and the local authority
	5.2. To supplement the EISE database with an additional module concerning educational support systems	Operating costs of the Ministry of Education and Research	2007	Ministry of Education and Research
	5.3. To carry out applied research in order to identify the need for student homes and, proceeding from the results of the survey, expand the student home programme	100,000 (survey)	2007 and 2008	Ministry of Education and Research / School Network Administration Bureau
Strategic sub-goal III. Improvement of the work of the Juvenile Committees and schools for students who need special treatment due to behavioural problems				
6. Development of the system of management of the Juvenile Committees	6.1. To analyse the structure and the activities of the Committees for organisation of the network and system of management of the Juvenile Committees	Operating costs of the Ministry of Education and Research	2008	Ministry of Education and Research, involving, where necessary, the Ministry of Social Affairs, the Ministry of the Interior, the Ministry of Justice, the Juvenile Committees and local authorities and
	6.2. To organise the principles of financing Juvenile Committees	Total allocations of the Committees, indicated in subsection 1.1	2007-2009	Ministry of Education and Research
	6.3. To draw up the development plans of the Juvenile Committees and exercise regular supervision over their implementation	130,000	2008	Ministry of Education and Research
	6.4. To regularly organise information days for Juvenile Committees	90,000	2009	Estonian Youth Work Centre
7. Creation of the information environment of the Juvenile Committees	7.1. To create a web forum and document management system on the website of the Estonian Youth Work Centre	Operating costs of the Estonian Youth Work Centre	2007	Estonian Youth Work Centre
	7.2. To launch gathering the statistics of the Juvenile Committees based on the EISE database	Operating costs of the Ministry of Education and Research	2007-2009	Ministry of Education and Research

	7.3. To organise the questions concerning personal data protection in the work of the Juvenile Committees	Operating costs of the Ministry of Education and Research	2008	Ministry of Education and Research, involving, where necessary, the Data Protection Inspectorate, the Ministry of Social Affairs, the Ministry of the Interior, the Ministry of Justice, the local authorities and Juvenile Committees
8. Improvement of the work organisation of the Juvenile Committees	8.1. To launch occupational counselling of Committee members and train teams for such purpose	390,000, incl. training costs	2009	Estonian Youth Work Centre
	8.2 To introduce the usage of the principles of case management upon identifying and imposing sanctions	Operating costs of the Ministry of Education and Research	2007	Ministry of Education and Research
	8.3. To develop risk assessment methodology for Juvenile Committees	Ministry of Education and Research, operating costs of the Estonian Youth Work Centre	2008	Ministry of Education and Research, Estonian Youth Work Centre
9. Ensuring the availability of sanctions in Juvenile Committees	9.1. To update the conciliation procedure in Juvenile Committees	Operating costs of the Ministry of Education and Research, victim support costs of the Ministry of Social Affairs	2007-2009	Ministry of Education and Research, Ministry of Social Affairs
	9.2. To change the organisation of probation	Operating costs of the Ministry of Education and Research (allocations of the Juvenile Committees)	2007-2009	Ministry of Education and Research
	9.3. To map the network of service providers for imposing sanctions and launch their training	Operating costs of the Ministry of Education and Research (allocations of the Juvenile Committees)	2007-2009	Ministry of Education and Research, Estonian Youth Work Centre in cooperation with the Juvenile Committees
	9.4. To develop the conceptual bases of development of special needs schools	Operating costs of the Ministry of Education and Research	2007	Ministry of Education and Research

10. Creation of a secure school environment in special needs schools	10.1. To specify the health protection and security requirements of special needs schools	Development and operating costs of the Ministry of Education and Research and the Ministry of Social Affairs	2008	Ministry of Education and Research, involving the Ministry of Social Affairs
	10.2. To update the study and non-study conditions of special needs schools	30,400,000	2009	Ministry of Education and Research ⁵³
11. Organisation of referring students to a special needs school	11.1. To simplify the system of reservation of student places in special needs schools	Operating costs of the Ministry of Education and Research	2008	Ministry of Education and Research
	11.2. To develop the procedure for taking students to special needs schools	Operating costs of the Ministry of Education and Research	2008	Ministry of Education and Research, Ministry of Justice, Ministry of the Interior
	11.3. To develop the principles for early release of students from a special needs school and prolongation of the time of stay in a special needs school	Operating costs of the Ministry of Education and Research	2008	Ministry of Education and Research
12. Development of the study and educational work of the special needs schools	12.1. To determine the exact duties of special needs schools depending on the behavioural problems of the student	Operating and development costs of the Ministry of Education and Research	2007	Ministry of Education and Research in cooperation with the School Network Administration Bureau
	12.2. To apply the family-centred student dispersion model	Ministry of Education and Research / School Network Administration Bureau / The respective costs are specified under the investments of special needs schools.	2009	Ministry of Education and Research / School Network Administration Bureau jointly with the special needs schools
	12.3. To develop the descriptions of the student support services and identify the resource needs of the personnel for implementation of the study and educational objectives of special needs schools	Operating costs of the Ministry of Education and Research	2007	Ministry of Education and Research

⁵³ The investments of the Kaagvere and Puiatu special needs schools are reflected in the budget of Riigi Kinnisvara AS and in the case of the Tapa special needs school the Ministry of Education would like to use the resources of the European Regional Development Fund.

	12.4. To provide each child with educational, social and health support based on their individual needs	Operating costs of the Ministry of Education and Research	2007-2009	Ministry of Education and Research, Ministry of Social Affairs, local authorities
	12.5. To increase the professionalism of the personnel of special needs schools through in-service training	Ministry of Education and Research / School Network Administration Bureau 3% of the pay fund in the operating costs of special needs schools	2007-2009	Ministry of Education and Research / School Network Administration Bureau in cooperation with the special needs schools
13. Establishment of a follow-up probation system for those leaving a special needs school	13.1. To create a cooperation network for re-socialisation of a student upon leaving a special needs school	Operating costs of the Ministry of Education and Research	2009	Ministry of Education and Research, Ministry of Social Affairs, local authorities
	13.2. To launch drawing up and implementing transition plans when a student leaves a special needs school	Operating costs of the Ministry of Education and Research	2009	Ministry of Education and Research, Ministry of Social Affairs, local authorities
Strategic sub-goal IV. Effective reaction of the legal system to juvenile offences				
14. Special treatment of minors in criminal proceedings	14.1. To create possibilities for specialisation in juvenile criminal proceedings in the entire justice chain	Operating costs of the Ministry of the Interior (police), operating costs of the Ministry of Justice (courts, the Prosecutor's Office)	2007-2009	Ministry of the Interior (police), Ministry of Justice (courts, the Prosecutor's Office)
	14.2. To organise involvement of child protection in juvenile criminal proceedings	It is applied for support from the special programme of the European Commission.	2009	Ministry of Social Affairs, Ministry of Justice, Ministry of the Interior
	14.3 To launch regular supervision over pre-trial proceedings of minors and the length of keeping minors in custody	120,000	2007-2009	Ministry of Justice
15. Development of the system of punishment of juvenile delinquents	15.1. To improve the conditions of imprisonment of minors by transferring minors to Viru Prison	59,901,428 ⁵⁴	2008	Ministry of Justice (custodial institutions)
	15.2. To train the officials who are	100,000 ⁵⁵	2007-2008	Ministry of Justice

⁵⁴ The amount comprises lease payments and personnel costs.

⁵⁵ In October 2006 the Ministry of Justice submitted an application for receiving additional funds in the amount of EEK 100,000.

	about to commence employment in the Youth Department of Viru Prison specially for working with minors and young imprisoned persons			
	15.3. To analyse the effectiveness of the punishments of minors and, where necessary, to supplement the selection of punishment types or sanctions as a result thereof	100,000 ⁵⁶	2007	Ministry of Justice
16. Expansion of the selection of intervention programmes for re-socialisation of imprisoned minors	16.1. To regularly organise aggression replacement training for imprisoned minors	58,500	2007-2009	Ministry of Justice (custodial institutions)
	16.2. To regularly apply the anger management programme with regard to imprisoned minors	48,762	2007-2009	Ministry of Justice (custodial institutions)
	16.3. To regularly apply the On the Threshold of Freedom programme with regard to imprisoned minors	89,342	2007-2009	Ministry of Justice (custodial institutions)

⁵⁶ In October 2006 the Ministry of Justice submitted an application for receiving additional funds in the amount of EEK 150,000.

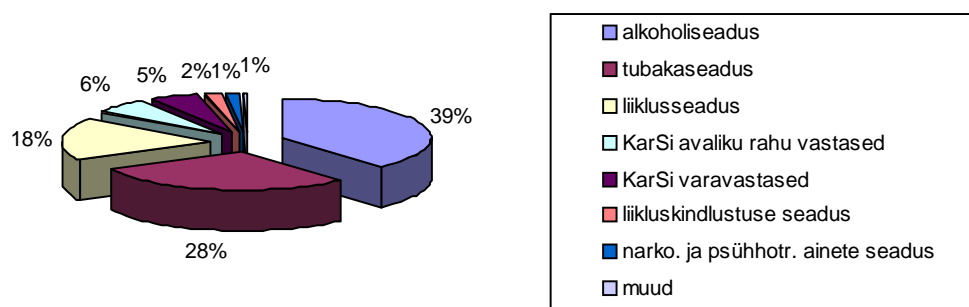
Annex 2. Overview of registered juvenile delinquency

Table 1. Number of crimes committed by minors and proportion thereof in crimes with identified suspects by police prefectures through 2003-2005

	2003	2004	2005	2003	2004	2005
	Number			Proportion		
Northern PP	580	847	1264	7,2	9,4	10,3
Tallinn	544	599	968	8,3	8,2	9,5
Harju	36	248	296	2,4	14,9	13,9
Southern PP	661	1026	1065	12,8	16,1	16,4
Tartu PD	366	445	414	15,1	15,2	12,9
Viljandi PD	91	165	214	12,9	20,1	24,4
Jõgeva PS	75	102	92	12,6	14,6	14,8
Põlva PS	38	105	135	8,1	16,7	24,0
Valga PS	16	86	97	4,1	14,7	17,0
Võru PS	75	123	113	13,3	17,4	16,8
Eastern PP	653	813	908	15,8	16,5	16,7
Jõhvi PD	156	176	281	12,2	11,6	13,7
Narva PD	311	313	364	15,5	15,3	17,5
Rakvere PD	186	324	263	21,9	23,7	19,9
Western PP	464	515	531	15,8	14,3	14,3
Pärnu PD	292	194	230	21,5	11,4	14,0
Haapsalu PD	41	64	91	9,4	13,7	17,0
Kuessaare PD	9	19	23	4,7	9,0	9,1
Kärdla PD	2	18	10	3,9	17,8	11,5
Paide PD	58	109	73	13,8	18,8	14,8
Rapla PD	62	111	104	12,9	20,4	14,9
ESTONIA	2358	3201	3768	11,6	13,4	13,5

Source: Police Work Department of the Police Board. PP – Police Prefecture, PD – Police Department, PS – Police Station

Figure 1. Structure of juvenile misdemeanours based on police resolutions in 2005⁵⁷



Source: Police Work Department of the Police Board, POLIS Misdemeanour Report.

⁵⁷ Explanations to the Figure 1:

Alcohol Act –Alkoholiseadus; Tobacco Act – Tubakaseadus; Traffic Act – Liikusseadus; Penal Code, against public order – Karistusseadustik, avaliku korra vastased; Penal Code, against property – Karistusseadustik, varavastased; Motor Third Party Liability Insurance Act – Liikuskindlustuse seadus; Narcotic Drugs and Psychotropic Substances Act – Narko. ja psühhoatr. ainete seadus; Other - Muud

Annex 3. Risk factors influencing juvenile delinquency

INDIVIDUAL RISK FACTORS
<p>Gender Men are likelier to act delinquently than women.</p>
<p>Race and ethnicity Racial and ethnic minorities are disproportionately represented in the statistics of offences.</p>
<p>Aggressiveness</p>
<p>IQ Delinquently behaving young people have a low verbal IQ and their average IQ is also lower than that of non-delinquent young people.</p>
<p>Academic (un)successfulness Shortcomings in cognitive development and early behavioural problems affect later academic successfulness and delinquency.</p>
<p>Emotional status Activeness, recklessness, impulsiveness, short-term attentiveness</p>
<p>Attention Deficit Hyperactivity Disorder (ADHD), Conduct Disorder (CD), Oppositional Defiant Disorder (ODD)</p>
<p>Genetic and physiological characteristics</p>
RISK FACTORS RELATING TO PEERS
<p>Impact of peers with deviant behaviour Connection with deviant peers usually precedes delinquent behaviour.</p>
<p>Instigating initial criminal behaviour Deviant peers influence the birth of delinquent behaviour and the emergence of such behaviour in the case of those who commit offences at a very early age.</p>
<p>Collective commitment of offences The existence of peers instigates delinquent behaviour.</p>
<p>Impact of siblings The existence of a deviant brother or sister in the family influences the delinquent behaviour of a young person; boys often commit offences jointly with a brother.</p>
<p>Being the member of a gang A gang as a formal group has stronger impact on the delinquent behaviour of a young person than the peers; usually there is antisocial behaviour even before joining a gang.</p>
RISK FACTORS RELATING TO SCHOOL
<p>Academic unsuccessfulness Predicts later delinquent behaviour.</p>
<p>Weak ties with the school (little dedication), little educational strivings and weak school motivation Predict later delinquent behaviour.</p>
<p>School organisation Dissatisfaction of teachers, little cooperation between teachers, poor relationships between the student and the teacher, standards and values supporting antisocial behaviour, insufficient rules of suitable behaviour, etc.</p>
RISK FACTORS RELATING TO THE FAMILY
<p>Family structure Young people from a single-parent or step-parent family or a divorced family are at a greater risk of delinquent behaviour in comparison with young people who grow in a family with two biological parents.</p>
<p>Number of family members Larger number of family member increases the risk of delinquent behaviour.</p>
<p>Poverty / low socio-economic status Youngsters from a low-status family are more frequently related to more serious offences; the occupational status of the parents does not influence delinquent behaviour to such an extent as the income and living conditions.</p>
<p>Criminality of family members The similarity of the family members regarding aggressive behaviour to an extent which refers to similar environmental factors and a possible genetic impact.</p>
<p>Mother's employment It has been observed at 8-year-olds whose mother worked full time showed less delinquent behaviour at a later age.</p>

Parenthood during puberty
The children of teenage mothers are likely to act delinquently in their teens.
Divorce
The children whose parents are divorced have more behavioural problems and they act delinquently more often.
Family violence
Children have more behavioural problems and family violence has a stronger influence on younger children.
Parental psychopathology
The parents of children (especially boys) who have behavioural problems at an early age show psychopathology more often; the anti-social personality disorder of the parent influences the level of the behavioural problems of the child.
Parental behavioural practice
E.g. strict/frequent punishment, little supervision, low attachment, absence of positive participation
Physical abuse of the child

Source: Overview of Strategies and Programmes of Reduction of Juvenile Delinquency in the World. Triin Edovald. 2005. Justice Ministry's criminal policy surveys IV.

Annex 4. Usage of educational measures

Table 1. Applied support services in academic year 2004/2005* in forms 1-9 in the daytime study form in general education schools

Total number of students	In classes of children with behavioural difficulties, incl. special needs schools	Opportunity classes	Remedial classes	Student homes			Individual study programme
				Total	incl. in schools for children who need special instruction	incl. in state supported student places in municipal schools	
147 172	803	1681	6538	2717	2299	317	691
% of the total number of students	0.55%	1.14%	4.44%	1.85%	1.56%	0.22%	0.47%

Source: Ministry of Research and Education.

* Data as of 10.09.2004.

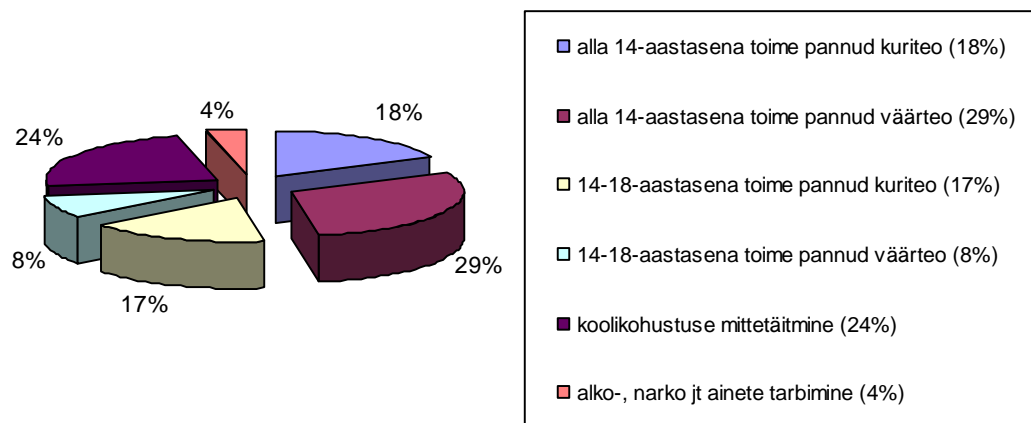
Annex 5. Young people referred to Juvenile Committees 1999-2005

Table 1. Discussions on offences committed by minors in Juvenile Committees 1999-2005

Region	1999	2000	2001	2002	2003	2004	2005
Tallinn	599	566	542	662	1173	1116	967
Harju County	20	38	44	79	208	394	441
Hiiu County	28	14	24	26	39	63	72
Ida-Viru County	125	212	283	201	363	389	438
Jõgeva County	15	21	35	54	44	51	58
Järva County	16	20	28	26	66	87	119
Lääne County	29	34	47	57	92	100	113
Lääne-Viru County	58	86	95	166	189	255	205
Põlva County	25	31	33	44	82	81	95
Pärnu County	114	114	167	182	260	437	307
Rapla County	31	36	40	47	71	141	115
Saare County	18	36	30	16	39	45	70
Tartu County	97	210	222	217	305	465	482
Valga County	34	47	76	119	80	105	126
Viljandi County	49	72	79	68	127	256	285
Võru County	50	51	40	63	85	110	122
TOTAL	1308	1588	1785	2027	3223	4095	4015

Source: Ministry of Research and Education.

Drawing 1. Basis for referral to the Juvenile Committee in 2005*⁵⁸



Source: Ministry of Research and Education.

* The division by bases for referral to the Juvenile Committee is based on the Juvenile Sanctions Act – subsections 1 (2) and (3).

⁵⁸ Explanations to the Drawing 1:

Committed a crime under the age of 14 – alla 14- aastasena toime pannud kuriteo (18%)

Committed a misdemeanour under the age of 14 – alla 14- aastasena toime pannud väärteo (29%)

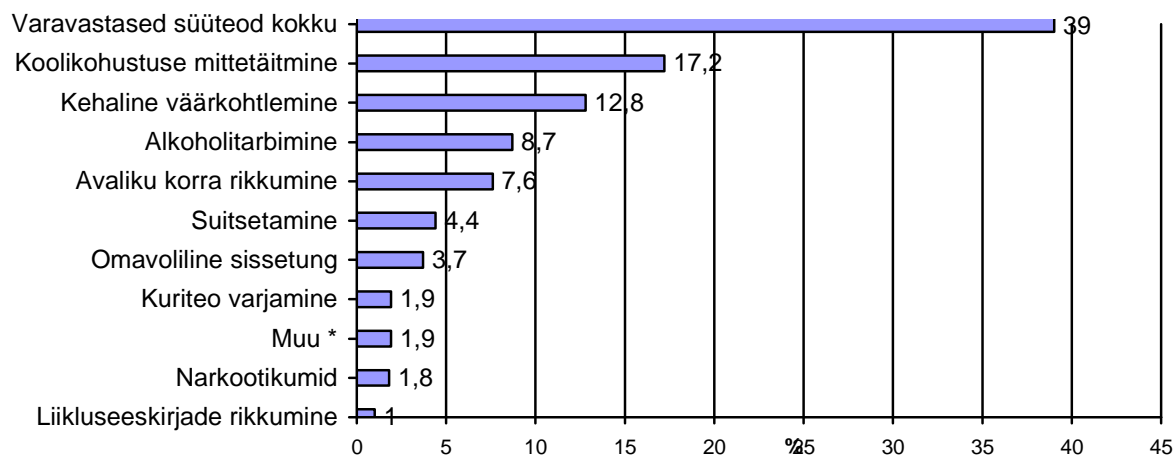
Committed a crime at the age of 14-18 – 14-18-aastasena toime pannud kuriteo (17%)

Committed a misdemeanour at the age of 14-18 – 14-18-aastasena toime pannud väärteo (8%)

Non-performance of the school obligation – koolikohustuse mittetäitmine (24%)

Consumption of alcohol, narcotic drugs and other substances – alkoholi, narkootikumine jt ainete tarbimine (4%)

Drawing 2. More detailed reasons (%) for referral to the Juvenile Committee in 2005⁵⁹



* 'Other' means reasons for referral to the Committee such as forgery of a document, usage of a strange document, etc.

Source: Young People with Behavioural Difficulties and Sanctions Imposed on Them by Juvenile Committees. A. Tiko, Ilona-Evelyn Rannala. 2006.

Table 2. Frequency of sanctions imposed by Juvenile Committees 1999-2005

Sanction	1999	%	2000	%	2001	%	2002	%	2003	%	2004	%	2005	%
Warning	709	38	669	36	744	36	1053	41	1745	44	2405	47	2404	47
Sanctions concerning organisation of study	400	23	330	18	450	22	341	13	515	13	544	11	339	7
Referral to a conversation with a specialist	334	18	340	18	309	15	427	17	590	15	639	13	837	16
Conciliation	15	1	16	1	20	1	9	0.3	20	1	21	0.4	3	0.1
Obligation to live with a parent	80	4	50	3	61	3	77	3	74	2	48	1	47	0.9
Community service	95	5	152	8	194	9	299	12	550	14	802	16	904	18
Probation	6	0	8	0	19	1	29	1	76	2	117	3	92	2
Participation in a youth or social programme	90	5	114		117	6	143	6	234	6	282	6	354	7
Referral to a special school	118	6	167	9	161	8	173	7	151	4	95	2	129	3
TOTAL	1847	100	1846	100	2075	100	2583	100	3955	100	4953	100	5109	100

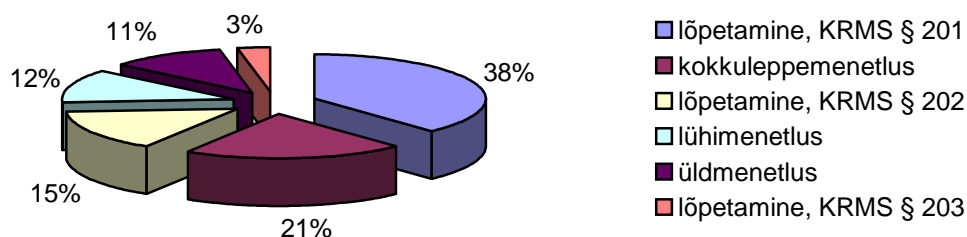
Source: Ministry of Research and Education.

⁵⁹ Explanations to the Drawing 2:

Total offences against property – varavastased süüteod kokku; Non-performance of the school obligation – koolikohustuse mittetäitmine; Physical abuse – kehaline väärkohtlemine; Alcohol consumption – alkoholitarbimine; Breach of public order – avaliku korra rikkumine; Smoking – suitsetamine; Illegal entry – omavoliline sissetung; Concealment of a crime – kuriteo varjamine; Other* - muu; Narcotic drugs – narkootikumid; Traffic Code violation – liikluseeskirjade rikkumine.

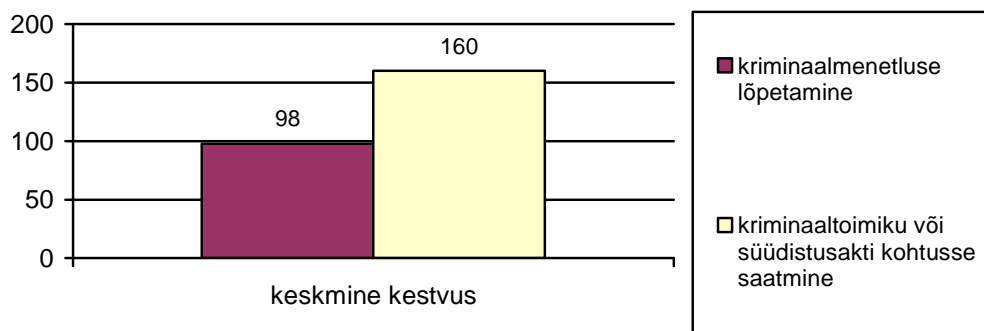
Annex 6. Overview of criminal proceedings instituted against minors in H1 2006

Figure 1. Structure of juvenile criminal proceedings in H1 2006⁶⁰



Source: Ministry of Justice, State Register of Criminal Matters

Figure 2. Duration of juvenile criminal proceedings in days in H1 2006⁶¹



Source: Ministry of Justice, State Register of Criminal Matters

* The data has been given about criminal matters where all the suspects are minors.

⁶⁰ Explanations to the Figure 1:

Termination, Code of Criminal Procedure § 201 – lõpetamine, KRMS §201

Settlement proceedings - kokkuleppemenetlus

Termination, Code of Criminal Procedure § 202 – lõpetamine, KRMS § 202

Alternative proceedings - lühimenetlus

General procedure - üldmenetlus

Termination, Code of Criminal Procedure § 203 – lõpetamine, KRMS § 203

⁶¹ Explanations to the Figure 2:

Termination of criminal proceedings – kriminaalmenetluse lõpetamine;

Submission of a criminal file or a statement of charges to the court – kriminaaltoimiku või süüdistusakti kohtusse saatmine; Average duration – keskmine kestvus.

Annex 7. Overview of the penal practice of minors

Table 1. Proportion of minors' principal punishment (%) in 2005

Punishment class	% of convicted minors	In the case of first degree crimes	In the case of second degree crimes
Probation and subjection to supervision of conduct (§ 74)	53	54	50
Imprisonment	19	20	17
Release from punishment (§ 87)	18	20	20
Pecuniary punishment	4	1	6
Probation (§ 73)	3	5	3
Substitution of punishment by community service (§ 69)	3		4
Total	100%	100%	100%

Source: Register of Court Judgments (KOLA). Court judgments which have entered into force in 2005.

Table 2. Imposition of sanctions upon release from punishment

Sanction	Number
Subjection to supervision of conduct	119
Placement in a special needs school	7
Warning	0
Placement in a youth home	5
Total	131

Source: Register of Court Judgments (KOLA). Court judgments which have entered into force in 2005.

Table 3. Minors' terms of imprisonment* and proportions thereof (%) in 2005

Term of imprisonment	Proportion of convicted minors (%)	Proportion of all prisoners
Less than 1 year of imprisonment	47	10%
1-2 years of imprisonment	12	13%
2-3 years of imprisonment	10	14%
3-4 years of imprisonment	8	13%
4-5 years of imprisonment	4	11%
5-7 years of imprisonment	6	40%, incl. 5 years to a life sentence
7-10 years of imprisonment	3	

Source: Register of Court Judgments (KOLA). Court judgments which have entered into force in 2005.

* The terms of actual imprisonment, i.e. the terms of imprisonment imposed conditionally have not been taken into account.

Annex 8. Abbreviations used in the Development Plan

JC	Juvenile Committees
DPI	Data Protection Inspectorate
JSA	Juvenile Sanctions Act
ISP	Individual Study Programme
EISE	Estonian Information System for Education
EU	European Union
EYWC	Estonian Youth Work Centre
EUCPN	European Crime Prevention Network
MER	Ministry of Research and Education
IIP	Individual Implementation Plan
MJ	Ministry of Justice
SNAB	School Network Administration Bureau
SECR	Strategy for Ensuring Children's Rights
NEIC	Non-Estonians Integration Centre
NPA	Non-profit association
PC	Penal Code
RCJ	Register of Court Judgments
LA	Local Authority
RCP	Register of Criminal Proceedings
BSUSSA	Basic Schools and Upper Secondary Schools Act
PS	Police Station
PD	Police Department
PP	Police Prefecture
NEQC	National Examination and Qualification Centre
RKAS	Riigi Kinnisvara AS
MI	Ministry of the Interior
MSA	Ministry of Social Affairs
NIHD	National Institute for Health Development
UN	United Nations