

# **Juvenile Justice in Russia: Models, Design and the Road Ahead**



Canadian International  
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Agence canadienne de  
développement international



**Improving Services for Youth at Risk  
in the Russian Federation Project**

# **Juvenile Justice in Russia: Models, Design and the Road Ahead**

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Association of Universities  
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## List of Acronyms

- AUCC – Association of University and Colleges of Canada
- BB MSPI – Bryansk Branch of the Moscow Socio-Psychological Institute
- CEA – Canadian Executing Agency
- CIDA – Canadian International Development Agency
- CIS – Criminal Inspection Service within the FCS (YCI)
- FCS – Federal Corrections Service (FSIN)
- IICRD – International Institute for Child Rights and Development
- KDN – Commission for Minors Affairs and the Protection of their Rights
- NAN – No to Alcoholism and Drug Addiction
- NGO – Non-Governmental Organisation
- SWDM – South West District of Moscow
- RAJ – The Russian Academy of Justice
- RNA – Risk and Needs Assessment
- SFD RF – Southern Federal District of the Russian Federation
- SSD – Social Support Document
- UNCRC – UN Convention on the Rights of the Child
- UNDP – United Nations Development Program
- UNICEF – The United Nations Children’s Fund
- YAR – Youth at Risk
- YAR Project – The Improving Services for Youth at Risk in the Russian Federation Project

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## Purpose of the Publication

The *Juvenile Justice in Russia* publication is designed to provide readers with an overview and description of the models that were developed and tested to date in the pilot project regions in Russia as part of the Improving Services for Youth at Risk in the Russian Federation Project – later YAR Project. As a result of the YAR Project, progress has been made in the creation of new and improved services for youth at risk and in the development of numerous regionally successful models of juvenile justice in the Russian Federation. Canadian models, experience, and best practices in the field of youth justice, selected by the Russian partners and refined to best-suit the local context, have proven to be relevant to reform of the Russian system. The joint-ownership of the accomplishments and equal partnership between Russians and Canadians in the YAR Project has been a critical component of the project's advance, and, as such, is highlighted throughout the publication. This publication takes stock of the many accomplishments made at the regional and project-wide levels and discusses the potential (and already existing examples) for the replication of the pilot's successful models in other regions of the country as well as at the nation-wide level.



# Executive Summary



Improving Services for Youth at Risk in the Russian Federation Project (YAR Project), a \$3.5 million four-and-a-half year multi-dimensional project was funded by the Canadian International Development Agency (CIDA) and managed by the Association of Universities and Colleges of Canada (AUCC), has emerged as one of the leading international project in Russia in the area of juvenile justice. The goal of the project is to improve the social integration of youth at risk and their families in the Russian Federation and to introduce children's rights as the standard to assess service provision in various spheres, with a focus on developing new services and improving the quality and coordination of existing services available to youth at risk and those already involved in the justice system. Canadian models, experience, and best practices in the field of youth justice, made accessible through the YAR Project and tested and refined by the Russian partners to best-suit the local context, have proven to be relevant to the rights-based and youth-centered reform of the Russian system. This publication highlights many of the Project's accomplishments and is designed to provide readers with an overview and description of the models in the five focus areas of prevention, case management, courts, corrections and post-custody successfully developed and tested to date in the Project's six pilot project regions, which are Bryansk, Chuvashia, Moscow Oblast, Rostov Oblast, the Southwest District of Moscow and Stavropol.

**The Magnitude of the Youth at Risk Problem in Russia and the Need for Reform.** Young people have been disproportionately affected by the negative socio-economic impacts of Russia's post-Soviet transformation. Special efforts and programming, such as those being piloted through the YAR Project, must be undertaken to ensure that the rights of youth at risk and all children are properly protected and that their fundamental needs are met. The current generation of young people in Russia is living through an era of extraordinary changes and unprecedented uncertainty and the challenges of transition continue to place enormous stresses on families, the state, and society as a whole in their responsibilities to nurture and protect the rights of the nation's children. Negative social trends among the population at large, such as increased unemployment, poverty, the spread of alcoholism and drug addiction, increased crime rates, and decreased institutional capacity to address these issues have significantly augmented the challenges faced by Russian youth. Despite the economic growth and an overall improving of social indicators seen during the past several years in Russia, the number of children and youth who find themselves in a critical life situation, unfortunately, continues to grow.

Studies show that adolescents in Russia are increasingly using tobacco, alcohol and illegal drugs, shortening life expectancies and the quality of life for the nation's already dwindling youth demographic, as well as contributing to increased youth crime. This growing problem highlights the need for greater preventative and rehabilitative youth programming, such as those being developed throughout the pilot regions of the YAR Project, which informs young people about the negative consequences of such behavior and empowers them to make pro-social decisions in their daily lives. The crises of child poverty, neglect, institutionalization, and homelessness have been identified as some of the most serious problems facing Russia. By 2006, it was estimated that the number of children deprived of parental care in Russia had reached over 731,000, with an additional six million of the country's approximately 29 million children said to be living in harsh social and economic conditions. Unfortunately, many of these youth at risk end up on the street where they face further exploitation, social stigma and are much more likely to engage in risky behavior

and come into conflict with the law. In fact, since the collapse of the Soviet Union, Russia has seen a rise in the number of crimes and administrative offenses committed by minors. Every year, approximately one million juvenile offenders are brought before the Department of Internal Affairs and over 500,000 administrative cases are initiated against young people annually. The alarming rise in youth delinquency and crime is directly related to unsatisfactory measures to protect and support children and families at risk in the home, and in society as a whole. The Russian Federation also has the highest rates of incarceration for juvenile offenders in the world. The unacceptably high rates of recidivism seen among juveniles released from penal colonies highlight the need to develop alternative non-custodial sentences and effective post-custodial support and supervision services for young offenders, such as those being successfully piloted through the YAR Project, which focus on rehabilitation and reintegration over punishment. Indeed, the locally-responsive models of juvenile justice being developed with the benefit of Canadian expertise in the six participating regions of the YAR Project have proven to be successful in better addressing many of the underlying causes and contributing factors of youth delinquency, crime, and recidivism, offering practical insight for reform of the system on a nation-wide basis.

In recognition of the severity and pervasiveness of the problems facing Russia's younger generation, public policy in the area of youth affairs has undergone important and positive transformations in the past several years. The federal government has sponsored the development of a broader network of agencies working with youth and delinquency prevention and has begun to establish a series of federal programs that specifically target children and youth at risk. Thanks to the dedication and advocacy of Russian child rights activists and juvenile justice supporters, including YAR Project partners like the internationally-respected NGO NAN, the establishment of a juvenile justice system in Russia has become an increasingly important issue on the national agenda and has received the endorsement of several high-level government bodies and officials. Furthermore, several Russian regions, including those invited to participate in the YAR Project, have taken practical steps toward improving the capacity of their local judicial and social service systems to better protect the rights and serve the needs of young people. That being said, there still remains much more work to be done. Effectively addressing the problems facing youth at risk in the Russian Federation requires decisive legislative, judicial, and institutional reform and a long-term and serious commitment by multi-sectoral stakeholders at all levels, to cooperate in the development and implementation of a rights-based system of juvenile justice which focuses on promoting the best interests of youth through preventative and rehabilitative programming. Through the YAR Project, Canada is assisting its multiple Russian partners in bringing their country closer to achieving this goal.

**The Project's Interconnected Juvenile Justice Models Provide Policymakers with a Viable Roadmap for Reform of the System.** The YAR Project has taken a systemic approach to assisting the Russian Federation in addressing the significant and multifaceted issues it faces in the area of youth protection and justice, while focusing on issues and topics to which Canada is in a position to bring considerable expertise. In view of Canada's recent reforms to its own juvenile justice system, it was felt by both the Russian and Canadian partners that ongoing Russian efforts to improve the country's judicial and social protection system in relation to youth could be effectively supported and strengthened by Canadian expertise and technical assistance provided through the YAR Project. The central vehicle for reform within the YAR Project are the pilot projects in the six participating regions, chosen based on a variety of factors including the previously displayed commitment of each region to reforming and developing rights-based services for youth at risk. Through hard work, dedication, and ingenuity, the Russian partners in the pilot regions have succeeded in mobilizing the best in Canadian and local expertise and resources in the development of a diverse range of new and improved services for youth at risk and young offenders at the regional level, with a view to creating practical models that can be replicated in other regions of the country. Each of the pilot project

teams has focused on using Canadian technical assistance to develop, test, and refine different models in one or more of the project's five capacity-building areas, which happen to correspond to the main components that can be found in any successful juvenile justice system: Prevention; Case Management; Courts; Custody; and Post-Custody. Considered collectively, the achievements of the pilot project teams in these five key areas on the juvenile justice continuum offer Russian stakeholders and policymakers at various levels an indispensable roadmap for navigating the major challenges facing the Russian Federation in the sphere of youth justice reform. Indeed, the models developed in the five focus areas of the YAR Project coalesce to provide decision makers with a coherent working model of a Russian-specific juvenile justice system that can be reproduced in other regions of the country and used to advocate for and inform the introduction of a comprehensive system of juvenile justice on a nation-wide basis.

**Prevention.** As a founding principle of Canada's renewed youth justice philosophy and a necessary priority in any successful juvenile justice system, prevention has been emphasized as a critical component of all of the models developed and tested in the YAR Project pilot regions. The ultimate success of Russia's emergent juvenile justice system, and indeed of this and future generations, will be highly dependent on the ability of communities to develop and implement targeted, well-coordinated prevention strategies that provide young people with access to relevant information, services and support, empower them to make informed pro-social decisions about their own lives, and enable them to reach their full potential in society.

Through the YAR Project, targeted and uniquely Canadian expertise in areas such as child rights, youth participation, peer education, workshop design, community consultations, results-based management, employment services and school-based peer mediation programming have been mobilized by the Russian partners in the development of a wide range of successful prevention models in schools and communities across the pilot regions. In Rostov Oblast, the Project has supported the establishment of the first ever Russian language website devoted to educating children and youth about their rights and responsibilities in an interactive and child-friendly format and language. In Moscow Oblast, the pilot team's development of a highly successful youth at risk and young offender employment service model is currently being studied by policymakers and specialists for replication in other regions of the country. School-based peer-mediation programming, elected by the Russian partners to be the key YAR Project tool in the area of prevention, has been successfully introduced into four pilot schools in the Rostov and Stavropol regions. This effective strategy of early prevention and conflict resolution is expected to be rolled-out in school districts throughout the project pilot regions and eventually across the nation as a whole. These models and the other models of prevention developed through the YAR Project are successfully addressing the needs of youth in their respective communities and are serving to better inform the process of reform across the country.

**Case Management.** The development of an effective rehabilitation-orientated system of 'case management' is critical to the right-based reform of youth justice in Russia, and has been a major focus of the YAR Project. The current system in Russia suffers from major normative, organizational, and instrumental deficiencies that have hampered the ability of youth justice agencies and community partners to coordinate in the provision of ongoing supervision and targeted rehabilitative services that effectively address the recidivist risks and criminogenic needs of each young offender.

The YAR Project, however, has significantly improved the capacity of its Russian partners in the pilot regions to implement critical reforms. Project-supported capacity-building activities, which draw from the best-practices, models, and instruments of the Canadian system, have supported pilot project stakeholders in the development of locally-responsive systems of case management which are better coordinated and more responsive to the rights and needs of youth. These regional successes exhibit enormous potential for replication at the nation-wide level. Some of the most



significant achievements of the YAR Project, such as the development of the institution of ‘probation’ and ‘parole’ in several of the pilot regions based on elements of the highly successful model in Ontario, as well as the successful adaptation of Canadian Risk and Needs Assessment (RNA) as an instrument for use in the Russian context, can be attributed to YAR capacity-building activities in the area of case management. In fact, the refined RNA is now being promoted to policymakers and practitioners alike as the single most effective document to be used by all youth justice agencies throughout the Russian Federation in support of an emergent national system of juvenile justice.

**Courts.** The development of a separate system of justice for minors, including the establishment of specialized courts for youth, is an obligation of the Russian Federation under international law. Nevertheless, in spite of attempts to introduce an amendment to the federal constitutional law “On the Judicial System of the Russian Federation,” which would provide legislative support for the development of separate juvenile courts throughout the country, Russia has not yet established specific federal procedures and courts for juvenile offenders to be dealt with separately under the justice system. The so-called draft law on the establishment of juvenile courts in the Russian Federation, co-authored by Alexey Avtonomov and Nodar Khananashvili, was accepted in its first reading in the State Duma in 2002, but progress has since been stalled. In the meantime, juvenile justice champions throughout Russia, many of which are directly involved in the YAR Project, have continued to lobby the authorities to support its adoption, while moving ahead in developing elements of juvenile justice in the court system at the regional level.

The YAR Project has played critical role supporting its Russian partners in the introduction of effective elements of juvenile justice into the existing judicial system. YAR Project activities have significantly improved the capacity of the Russian pilot project partners to introduce key rights-based juvenile reforms into their regional judicial systems and foster greater coordination between the courts and other relevant youth justice stakeholders. Project activities directly supported the establishment of the first specialized youth courts in Rostov, Bryansk and Chuvashia and have significantly enhanced the quality of existing court models in Rostov Oblast and the SWDM through the introduction and adaptation of key Canadian principles, such as case management, and tools, such as the adapted risk and needs assessment. The codification of the best practices of the pilot models in the sphere of courts through the development of a Case Management Court Proceedings Manual in 2009 will be used not only to support the improved operation of specialized juvenile courts within the pilot regions, but will also serve to inform the federal legislation and spur reform in other regions across the country.

**Corrections.** Canada’s youth corrections philosophy is premised on the belief that the vast majority of young offenders, with proper guidance and support, can overcome past criminal behaviour and develop into law-abiding citizens. Indeed, the successful rehabilitation and re-integration of young offenders into society ought to be the primary goal of any youth corrections system, with community-based dispositions taking precedence over closed custody sentences in the majority of cases. In Russia, however, traditional approaches to youth corrections have tended to be rather cursory, in the case of conditional sentencing, or overly punitive, in the case of incarceration in penal colonies. Neither of these approaches has been particularly effective in terms of reducing the country’s high rates of juvenile recidivism or providing young people with targeted rehabilitation and early re-integration strategies necessary for their successful re-socialization into the community.

Through the YAR Project, exposure to Canadian principles and best practices in the field of youth corrections has supported Russian stakeholders in making both the normative and practical shift from an ineffectual and punitive system of corrections to one premised on the successful rehabilitation and re-integration of youth. Project-supported capacity-building activities have assisted pilot project teams and stakeholders in the corrections services to improve their ability



to design and introduce targeted rehabilitation and pre-release re-integration programs as part of their interventions with young offenders in custody. The pilot teams have established productive partnerships with seven youth colonies and have been instrumental in developing and delivering new and improved sustainable rights-based services to youth in detention that involve both traditional and non-traditional partners. Additionally, the establishment of the National Association of Colonies through the YAR Project serves as a nationwide forum to facilitate the formulation and dissemination of innovative, rehabilitative, and youth-oriented policies and reform strategies among professionals in the area of youth corrections and justice services. The Association has already succeeded in promoting serious discussion about Russia-wide corrections reform among key stakeholders. The Association likewise displays significant potential as a vehicle for the roll-out of successful models and programs developed in the YAR pilots throughout the country. The YAR Project has also been highly influential in contributing to the development of effective alternatives to custody for young offenders, such as the emergent system of probation in several of the pilot regions, based on Canadian models and instrumentation adapted by the Russian partners to the local context.

**Post-Custody.** In recent years, improving the system of support and supervision available to youth released from correctional facilities has become an important issue on the national agenda. Unacceptably high rates of recidivism among post-custodial youth have raised the alarm bells among Russian policymakers and underscored the necessity of reform. Russia's existing system of post-custodial care has proven to be largely ineffective in helping post-custodial youth make a successful transition to life outside of the colony. One of the most significant problems appears to be the lack of effective coordination between agencies mandated to work with young offenders released from custody, as well as a hesitancy to involve non-traditional community partners in the provision of rehabilitative and reintegration services. Furthermore, the same punitive approach seen in the sphere of corrections has likewise hampered the ability of these agencies to offer young people the proper support they need to get on the right track.

The YAR Project has enabled the Russian partners to benefit from Canada's recent reform experience in the area of post-custodial care in order to make improvements to their own local support systems as well as to advocate for reform at the national level. YAR Project capacity-building activities have significantly improved the ability of the Russian partners in the pilot regions to design and establish rights-based reintegration and rehabilitation services for youth making the transition from correctional facilities back into the community. These models have proven successful in addressing many of the gaps in the previous system: shifting the focus of corrections from punitive to rehabilitation and early-reintegration measures; introducing critical elements of case management into the models to best ensure the continuity and quality of care; uniting traditional justice and corrections agencies, local government, and non-traditional community partners and families in the provision of sustainable rehabilitation and reintegration programming; and, most importantly, improving the lives of and opportunities for post-custodial youth. In Rostov, just to give one example, the YAR Project played a pivotal role in supporting the development of Russia's very first 'parole court.' This innovative court, based on elements of the Canadian parole model, is set to drastically improve the system of support and supervision offered to youth conditionally released from the local youth colony, as well as act as a model for post-custodial reform throughout the entire country.

**The Road Ahead.** The programming, tools, and approaches already developed through the YAR pilot projects are being promoted to relevant decision-makers and stakeholders at the regional and federal levels as viable models of reform for youth protection and justice. The results achieved within the pilot projects are being used by the Russian partners to demonstrate how these approaches and mechanisms are responsive to the Russian context and to advocate for legislative, policy, and budgetary amendments at the federal-level necessary for the roll-out of a national system of juvenile justice.

The YAR Project established the national multi-sectoral Juvenile Justice Workgroup with the goal of building consensus towards a federal strategy to develop the juvenile justice system, its policies and enabling legislation. The Workgroup was formed in April 2009 under the auspices of the Public Chamber of the Russian Federation. Its membership includes leading juvenile justice experts and YAR Project stakeholders from across Russia. Another important development has been the establishment of the Association of Juvenile Judges. The Association was established during the June 2009 National Juvenile Justice Conference, co-funded by the YAR Project and Public Chamber of the Russian Federation (RF). The Association consists of representatives from all of Russia's seven federal districts and is headed by the YAR Project advisor Elena Voronova. The leadership of the Association is working closely with the Council of Judges of the Russian Federation as advocates for the establishment of the system of juvenile justice. These and many other accomplishments have positioned the YAR Project as a single most credible donor-sponsored youth justice initiative in Russia; influencing the national-level policy dialogue leading to legislative reform towards improving the lives of youth at risk and their families.

Nevertheless, there remains very important work to be done. Both the Russian and the Canadian partners have consistently underscored the importance of extending the reform efforts and expanding cooperation in the sphere of youth justice reform. The pilot projects have begun to yield significant and sustainable results, with the development of several models and instruments that are attracting the attention of key policymakers. The pilot projects are displaying great potential for replication at the national level. Canada, international organizations and other donors have much to contribute to Russia's reform effort. Continued and targeted inputs from the Canadian and international experts over the next several years will be critical to informing the development of the emerging juvenile justice system throughout the Russian Federation.

## I. Introduction – Part A. The Project



### Improving Services for Youth at Risk in the Russian Federation (YAR)

**T**he *Improving Services for Youth at Risk in the Russian Federation Project* (YAR Project) is a \$3.5 million multi-dimensional project which began in December 2004, and is funded by CIDA and managed by the Association of Universities and Colleges of Canada (AUCC). The YAR Project is facilitating the social integration of youth at risk and their families and is introducing children's rights as the standard by which the provision of services to youth at risk is assessed in social, judicial, educational spheres. The project focuses on issues to which Canada is able to bring considerable expertise while building on existing Russian know-how within the six pilot regions: *Bryansk, Chuvashia, Moscow Oblast, Rostov Oblast, the Southwest District of Moscow and Stavropol*.

The choice of each pilot region was made first and foremost on the basis of the commitment and ability of teams on the ground to work with regional partners in the development of new and improved services for youth at risk and young offenders within the framework of the development of multifaceted models of juvenile justice that can be replicated on a nation-wide basis. As an example, the decision to include Rostov Oblast in the project was based on the region's successfully demonstrated commitment to introducing juvenile reforms into the local court system. Additionally, the six participating regions reflect the economic, demographic, social, and developmental diversity of the Russian Federation, ensuring that programming, tools, and approaches produced through the Project will not only have relevancy for one particular region, but will serve as useful and replicable models for the country as a whole.

The project focuses on the provision of services to youth within the justice and law enforcement systems, including courts and correctional services, and on social services to youth at risk. The project looks at the issues faced by youth from a local, regional and national perspective, involving Russian authorities, service providers, NGOs and other stakeholders at various levels, with a view to laying the groundwork for an integrated, coherent system of services provided to youth at risk in Russia and involving young in the system.

The YAR Project has proven (as judged by Russian stakeholders) successful in advancing key developmental goals of CIDA in the Russian Federation. Youth are a priority within the Canadian International Development Agency's (CIDA) Russia Programming Framework and child protection is one of CIDA's Social Development Priorities. Given CIDA's commitment to supporting social reforms in the Russian Federation, AUCC's proven track-record for successful project management in Russia and other post-Soviet states, including in Latvia (where its Latvia Criminal Justice Program proved instrumental in establishing the country's national probation system), and Canada's experience gained through the recent reform of its own juvenile justice system, it was decided by both the Canadian and Russian partners that ongoing efforts in Russia to improve the judicial and social protection system in relation to young people could be effectively supported and strengthened by Canadian expertise and technical assistance provided through the YAR Project.

The goal of the project is to improve the social integration of youth at risk (in conflict with the law, substance abusers, neglected, abandoned, marginalized, institutionalized etc.) and their families in the Russian Federation and introduce children's rights as the standard to assess service provision in various spheres (social, judicial, educational, and law enforcement). The objectives of the YAR Project are:

- To improve the social integration of youth at risk and their families in pilot regions;
- To contribute to the establishment in pilot regions of coordinated, rights-based, gender sensitive, youth-centered services for the protection and rehabilitation of youth-at-risk, which protect their rights, serve their best interests and are in conformity with international standards; and
- To support a conducive environment for legislative change leading to the creation of an improved youth protection and rehabilitation system – in essence a comprehensive system of juvenile justice.

At the impact level, the expected result of the project is that more boys and girls at risk in the Russian Federation have their rights respected and are successfully integrated into society. Whereas, at the outcome level, there are three defined expected results for the project, namely that:

- New or enhanced prevention, case management, court, corrections and post-custody services are established in 6 pilot regions with youth participation, consideration of gender and in conformity with international human rights standards;
- Well coordinated YAR services are developed in the six pilot regions; and
- There is an improved enabling environment for the delivery of YAR services among key decision makers and the general public at the regional and national level.

## The YAR Project's Structure

### *Developing Uniquely Russian Models of Juvenile Justice Informed by Canadian Experience.*

Through the YAR Project, the Canadian juvenile justice system is being used as a model for the rights-based reform of the Russian justice system in relation to youth. The YAR Project has enabled the Russian partners to benefit from the lessons learned and improvements made to Canada's youth justice system during the recent reform process, which resulted in the development of the 2003 Youth Criminal Justice Act, in order to make similar improvements to various aspects of the juvenile justice system in their respective regions, while laying the groundwork for a coherent and integrated system of services for youth at risk and young offenders at the Russia-wide level. Canada's renewed youth justice strategy emphasizes the prevention of crime, the rehabilitation and reintegration of young offenders into society, and coordinated multi-stakeholder and community involvement in the provision of uninterrupted support, supervision, and services for young offenders based on their individual risks. Thanks to the Project, Russian legislative representatives, judges, social service providers, corrections officials, youth activists, community partners and other important juvenile justice stakeholders have been actively involved in on-going capacity-building training sessions in Russia and study tours to Canada to learn about Canadian principles, programming, tools and approaches in the spheres of **prevention, case management, courts, corrections, and post-custody**. Effective rights-based approaches for dealing with youth at risk and young offenders made accessible to the Russian partners through the Project, have been selected by the Russian partners and are being tested and refined in six pilot regions alongside the technical advice and support of the YAR Project's Canadian experts. Innovative prevention, rehabilitation, risk assessment, and coordinated probation and parole services are just some of the key concepts of Canada's juvenile

*“The [YAR] Project has been critical in providing the technical support to help us to push ahead juvenile justice reform in the country...The project has been able to meet the needs of the country as it moves forward on reform of the system – it has been harmonious with the local context...In fact, a major success of the project is that our Canadian partners didn’t come to us acting like the bearers of the single truth or as teachers, but rather as colleagues and partners ready to help us to improve the internal process of juvenile justice development and reform in Russia. They brought their ideas and experience to the table with the rest of us. They listened to our concerns and the direction we would like to move in and were able to offer us valuable methodologies and programs from the Canadian system that are being used to help us develop successful models of juvenile justice in the [pilot] regions, which will set the standard for reform throughout the country.”*

**Oleg Zykov,  
President of the NAN Foundation, senior YAR Project advisor and Juvenile Justice champion.**

justice system that are being developed and refined in the local context by the Russian partners as models for helping to make the Russian justice and social protection system more effective and youth-centered.

Indeed, the establishment of an effective juvenile justice system in a large federal state such as Russia is only possible when initiated from within the existing system. As such, the services, piloted within the six regions of the YAR Project strive to establish workable elements of a juvenile justice model that incorporate both international and Canadian best practices and experience, but that are also relevant and adapted to the current social, cultural, legislative and institutional reality in Russia. Regardless of successes within the Canadian context, mechanically applying Canadian youth justice programming and tools in the Russian Federation without modifying them to meet the needs and realities of the Russian context would be both an unsustainable and unadvisable strategy. The YAR Project, on the other hand, was built upon a collaborative partnership between Russians and Canadians, which has seen the Russian partners taking the lead in their own reform efforts while benefiting from exposure to Canadian models and best practices. The Russian partners are provided with the support of Canadian experts and are offered training in various tools, programs and approaches that are successfully employed in the Canadian juvenile justice system. The pilots are given time to select, test, adapt, and refine selected programming options to determine the approaches that work best in the Russian context.

Furthermore, the establishment of effective services for youth at risk can only be achieved through interdepartmental cooperation and multi-stakeholder involvement. Relevant youth justice and protection stakeholders at all levels must understand the need for improving services to young people at risk, see the practical benefits from these services, and be prepared and willing to take on the challenge of cooperating in the development and provision of these services. To that end, the YAR Pilot projects are working in collective partnerships with the integral parts of the existing Russian system (courts, KDNs, the Federal Corrections Agency, custodial facilities, schools, the social service system, the non-

*“As we’ve seen in Canadian juvenile justice, making the system more youth-centered and improving coordination between agencies can make a huge difference in the outcomes for young offenders. This project is innovative because AUCC has understood that principle and has focused on including representatives from all parts of the system from the judiciary to non-governmental organizations, as well as the youth themselves.”*

**Robert Lutes, QC,  
Canadian Youth Justice expert  
and senior YAR Project advisor.**



governmental sector, local communities, young people, families, etc.) and are both influencing and being guided by the impulses for change emerging from within the existing system.

**The Pilot Project Approach.** The central vehicle for reform of the youth justice in Russia within the YAR Project are the pilot projects that are developing various new and improved services for youth at risk and young offenders at the regional level, with a view to creating practical models that can be replicated in other regions of the country. The achievements and results within the pilot projects are being used to demonstrate approaches and mechanisms that work well in the Russian context to relevant decision makers, stakeholders and the wider public. Furthermore, these models will be used as viable examples that will feed into a policy dialogue on youth at risk at the federal level. Ultimately (i.e. beyond the scope of the YAR Project), it is hoped that this federal level policy dialogue will lead to a strategy and legislation that would be reflective of rights-based and rehabilitative practices in dealing with children and youth at risk.

*“One of the key successes of the project has been its ability to support horizontal exchange between the pilot regions... It has brought the country’s juvenile justice champions together and given them a forum to share their experiences with reform. The pilots have been able to learn from each other and share their successes with other regions.”*

**Oleg Zykov.**

The project’s systemic approach to structure, implementation, monitoring and replication has been a critical component of its success. Each of the pilot projects has focused on developing and testing different models in one or more of the project’s five capacity-building areas. That being said, pilot project teams were encouraged to adopt a systemic approach to the development of their regional juvenile justice system, map services within their regions, and foster linkages between services, agencies, tools and professionals. This approach both recognizes the inherent interconnectivity of the five capacity-building areas and has resulted in the development of several successful and comprehensive regional

systems of juvenile justice across the pilots. The Project’s responsive mechanism, which promotes horizontal linkages, better dialogue, and experience sharing between the pilots, has likewise enabled the Russian partners to improve their regional models and incorporate the gains made in each of the areas of the project in order to develop a comprehensive and replicable model for the development of a uniquely Russian juvenile justice system.

**The Project’s Capacity-Building Strategy.** The Project’s Capacity Building Strategy aims to build project stakeholders’ ability to develop new and improved approaches for dealing with youth at risk through the identification and provision of training, technical assistance and materials based on Canadian models, best practices and experiences in youth justice to address gaps in each of the **Five Capacity-Building Areas** of the project: **Prevention, Case Management, Courts, Corrections and Post-Custody.**

The overall strategy for building capacity is based on the following **Five Steps** which are explained in greater detail below: **1) Mapping; 2) Needs Assessment; 3) Exploration of the Major Capacity Building Areas; 4) Introduction of Tool or Program, Refinement, and Development of a Russian Model; and 5) Roll-Out of Training on those Refined Tools and Programs.**

### **Step One – Mapping.**

Developing a comprehensive model of juvenile justice for Russia depends on a clear understanding of the basic components of an international best practice model and how each of the regional pilots relates to this model. The Juvenile Justice Matrix (see Appendix I) is intended to address this need

by mapping the pilot projects' activities according to the main categories that can be found in any successful juvenile justice system: Prevention; Case Management; Courts; Custody; and Post-Custody. These categories correspond to the Five Capacity Building Areas of the Project. Each category is broken down into several sub-categories which represent the specific programming and/or agencies that are currently involved in each of the five juvenile justice components. The matrix helps to identify the areas of focus for each pilot project, with key areas highlighted in orange and secondary fields of focus indicated in yellow, whereas work that is being done outside of the parameters of the Project, with linkages to the pilots, is denoted in the white fields.

The matrix is used as a planning tool to map the development and progress of activities in all of the pilot regions as they coalesce in the construction of a Russian model of juvenile justice. The matrix reflects the ongoing evolution of the project. Categories are revised and updated as the pilots develop and test and refine programming options. The matrix also identifies categories not targeted by the pilots. This is important because it will either signify areas that should be addressed by the pilots, or conversely, once programming options have been explored, these gaps will highlight categories that are not appropriate to the Russian context. As the pilots mature, the programs and agencies that withstand the test of time will emerge as the Russian programming models that will be presented for replication in other regions.

The matrix was readily adopted by the Russian partners and is even used as a tool in the planning of their individual pilots. Strategy mapping sessions centered on the matrix continue to inform and shape this living document and have served to increase the stakeholders understanding of all elements of the juvenile justice system, to encourage systemic thinking and planning, and to make sure that pilots do not operate in isolation from each other but rather benefit from sharing their experiences.

### ***Step Two – Needs Assessment.***

As noted above, the major capacity building areas mirror the five components of the matrix: prevention, case management, courts, corrections and post-custody. However, because of the broad nature of such categories, an assessment of the pilots' understanding of these components was undertaken by the YAR team in March 2007. The assessment identified a need to explore specific areas related to the five focus areas in greater detail.

### ***Step Three – Exploration of the Major Capacity Building Areas.***

All five capacity building areas were explored in greater depth to allow project stakeholders to debate and decide upon what specific programs, approaches and tools should be introduced, as well as which professionals needed to be involved. The exploration of the major capacity building areas entailed: an introduction to the principles and elements of the five areas; debates as to applicability of these elements to the Russian context; the identification of appropriate personnel and their corresponding responsibilities; and the clarification of specific areas for in-depth training and follow up. In 2007, the Project initiated Community Justice Consultations in the pilot regions, based on a similar process that was undertaken in Canada, which have successfully opened up these debates to a wider group of interested stakeholders and improved inter-sectoral cooperation. Many of these other parties were previously involved in YAR activities, but the consultations have brought all these voices together for the first time in a strategic forum which aims to build consensus on issues regarding programming, responsibility, and resources in an effort to improve services offered to youth-at-risk. Given that the work done in the pilots to a large extent depends on cooperation with local and regional authorities as well as with non-governmental and community organizations, involving these groups in the development of the models of juvenile justice is critical to the success of any programming and sustainability beyond the life of the project.

*“The YAR Project has been so successful in providing us with access to relevant Canadian experiences, models, and expertise to support reform in the area of youth justice... The management team and Canadian experts were all well-versed in the reforms that had already taken place and were able to present their technical assistance in a format and at a time which perfectly suited our needs... In other words, they were prepared for their audience and were able to offer support on a needs basis that fit exactly with the stage of Rostov’s reform process and the general reform process in Russia. This has been extremely important to the success of the project.”*

**Judge Elena Voronova,  
senior YAR Project advisor,  
Juvenile Justice champion and  
leader of the Rostov pilot.**

#### ***Step Four – Development of Russian Models of Juvenile Justice.***

The model approach has been critical to the Project’s advancement. This approach enables the Russian partners to benefit from Canadian and international experience and best practices in the field of juvenile justice to develop a multitude of effective, locally-responsive, sustainable, and replicable services for youth at risk that will eventually support the introduction of a comprehensive system of juvenile justice at the national level. The Russian partners have been given access to Canadian specialists and offered training in various tools, programs and approaches that are successfully employed in the Canadian juvenile justice system. The pilots have also been given time to select, test, adapt, and refine selected programming options to determine which approaches work best in the Russian context. This refinement process is critical to ensuring that each program, tool and approach truly meets the needs of the Russian stakeholders and target groups and best guarantees the long-term sustainability of the models created. Only once this process is completed can roll-out of training on the newly adapted Russian models begin in other regions.

#### ***Step Five – Roll-Out of Training on Refined Tools, Programs, and Approaches.***

Once the specific tools, programs and approaches introduced to the Russian partners in each of the pilot regions have been adapted to best-suit the Russian context, training in these refined models is then rolled-out in the Project’s other pilot regions. Furthermore, in support of the nation-wide development of a system of juvenile justice, the Project aims to promote the replication of the models developed in each of the pilots in other regions of Russia. This goal is supported through the development and dissemination of Pilot methodologies, the practical demonstration of the working models, and the promotion of the experience of pilot champions in each of the five capacity building areas.

#### ***A Strategy for Sustainability.***

Ensuring the sustainability of the models of juvenile justice and cross-sectoral partnerships developed in, between and beyond the pilot regions has been a central focus of the project. Key factors of sustainability are reflected in the Project’s goals and objectives, including a commitment to: local buy-in through the development of pilot projects based in regions; coordination of efforts between pilots both locally and regionally; participation of the target group themselves in the design and development of the project; and ensuring that international standards of children’s rights inform all training and programming.

By the end of the project it is expected that each pilot region will have supported the development of comprehensive, multidimensional services in their specific area of focus. If, for example, a region has been identified as a ‘prevention pilot,’ it should develop, test and refine a variety of prevention programs and emerge as a ‘center of excellence’ in the area of prevention by the end of the project.



*The Project's Sustainability Strategy aims to support the development of working models of components of a uniquely Russian juvenile justice system and to develop a map of the working models which may serve as a basis for that system.*

This pilot will hold responsibility for producing and/or adapting tools and training materials while other pilots will participate in related activities and benefit from the trainings. At the completion of YAR's activities in the Russian Federation, it is envisioned that one or more working models per each Capacity Building area will have been developed as a result of the Russian-Canadian partnership. Considered collectively, the six pilots will cover each of the five aspects of the juvenile justice system and will provide stakeholders with a working model of a Russian juvenile justice system that can be replicated in other regions of Russia and can be used to lobby for and inform the introduction of a system of juvenile justice on a nation-wide basis.



## I. Introduction – Part B. The Issue



### Introduction to the Issue of Youth at Risk in the Russian Federation: The Scale of the Problem

#### Key Points

- **Young people have been disproportionately affected by the negative socio-economic impacts of the Russia's post-Soviet transformation** and special efforts and programming, such as those being piloted through the YAR Project, must be undertaken to ensure that the rights of youth at risk and all children are properly protected and that their fundamental needs are met.
- **Unhealthy Lifestyles.** Studies show that adolescents in Russia are increasingly using tobacco, alcohol and illegal drugs which is shortening life expectancies for the nation's already dwindling youth demographic, as well as contributing to increased youth crime. The growing problem of alcohol and substance abuse among Russian youth highlights the need for greater preventative and rehabilitative youth programming, such as those being developed throughout the pilot regions of the YAR project, which informs young people about the negative consequences of such behaviour and empowers them to make better pro-social decisions in their daily lives.
- **The Crisis of Child Poverty, Neglect and Homelessness.** According to UNICEF, by the end of 2006, the poverty risk for children was almost twice as high as for the general population - 21.5 per cent versus 12.8 per cent. The situation regarding orphaned and homeless children is also of significant concern. In 2006, it was estimated that the number of children deprived of parental care in Russia had reached over 731,000, with an additional six million of the country's approximately 29 million children said to be living in harsh social and economic conditions. Unfortunately, many of these youth at risk end up on the street where they face further exploitation, social stigma and are much more likely to engage in risky behaviour and come into conflict with the law.
- **The Problem of Violence Directed Against Children.** Improving measures to protect minors from violence and abuse is of paramount importance. In 2005, over 175,000 children became victims to crime with over 73,500 of these crimes being of a violent nature. Unfortunately, violence and other forms of abuse directed against children extend into the family unit itself. According to the Ministry of Health and Social Development, child abuse in its varying forms occurs in one out of every four households in Russia, with poverty, unemployment, alcohol and substance abuse fuelling the crisis. The severity and pervasiveness of the problems facing Russian youth both inside and outside of the home highlights the need for government and non-governmental agencies at all levels to partner in improving efforts to identify and support families and communities in crisis before tragedies occur. As such, the development of multi-sectoral preventative strategies aimed at improving the protection of child rights has become a feature in regions across the YAR project.

- **Youth Crime on the Rise.** Since the collapse of the Soviet Union, Russia has seen a significant rise in the number of crimes and administrative offenses committed by minors. Every year, approximately one million juvenile offenders are brought before the Department of Internal Affairs and over 500,000 administrative cases are initiated against young people annually. The alarming rise in youth delinquency and crime is directly related to unsatisfactory measures to protect and support children and families at risk in the home, and in society as a whole. The locally-responsive models of juvenile justice being developed with the benefit of Canadian expertise in the six participating regions of the YAR project have proven to be successful in better addressing many of the underlying causes and contributing factors of youth delinquency, crime, and recidivism, offering practical insight for reform of the system on a nation-wide basis.
- **High Rates of Recidivism among Young Offenders.** The Russian Federation has the highest rates of incarceration for juvenile offenders in the world (17 per 100,000 population) followed by Belarus, Ukraine and the United States. Increasing rates of recidivism among juveniles released from penal colonies highlight the need to develop alternative non-custodial sentences and effective post-custodial support and supervision services for young offenders, such as those being successfully piloted through the YAR project, which focus on rehabilitation and reintegration over punishment.
- **The YAR Project is Supporting the Russian Federation in the Development of a Separate System of Juvenile Justice According to its Commitments Under International Law.** In its latest review of the Russian Federation's adherence to the principles of the Convention on the Rights of the Child, the UNCRC Committee expressed particular concern over the issue of juvenile justice, noting that despite several legislative attempts Russia has thus far failed to comply with its responsibilities under the Convention to develop specific federal procedures and courts for juvenile offenders to be dealt with separately under the justice system. In recognition of the severity of the problem, Russian public policy in the area of youth affairs has undergone important transformations in the past several years. The federal government has sponsored the development of a broader network of agencies working with youth and delinquency prevention and established a series of federal programs that specifically target children and youth at risk. That being said, there still remains much more work to be done. Effectively addressing the problems facing youth at risk in the Russian Federation requires decisive legislative, judicial, and institutional reform and a long-term and serious commitment by multi-sectoral stakeholders at all levels, to cooperate in the development and implementation of a rights-based system of juvenile justice which focuses on promoting the best interests of youth through preventative and rehabilitative programming.
- **The YAR Project is Contributing to Reform at the Regional and National Level.** The successes of the YAR Project, which has supported the six pilot project regions in the creation of effective and locally-responsive models of juvenile justice informed by Canadian and international best practices, are not only improving the lives of young people in their respective communities but are serving to better inform the ongoing legislative and policy debate over the establishment of a juvenile justice system at the national level. Through the expertise, dedication, hard work and ingenuity of its Russian and Canadian partners, the YAR project is playing a significant role in advocating for and assisting the Russian government to implement critical reforms, live up to its international obligations, and most importantly better ensure that the fundamental rights of its children and youth at risk are protected. The development of a successful youth justice system in Russia is seen as making significant contribution to democracy and good governance in the Russian Federation.

The current generation of young people in Russia is living through an era of extraordinary changes and unprecedented uncertainty. Indeed, the challenges of transition continue to place enormous stresses on families, the state, and society as a whole in their responsibilities to nurture and protect the rights of the nation's children. Despite the economic growth and an overall improving of social indicators seen during the past several years in Russia, the number of children and youth who find themselves in a critical life situation continues to grow. **Young people have been disproportionately affected by the negative socio-economic impacts of the Russia's post-Soviet transformation.** Significantly decreased state spending in the public sector led to disparity in the quality of and accessibility to services in areas critical to a child's development such as health and education. In families marginalized by poverty, unemployment, substance and alcohol abuse, and conflict, it is the children who suffer most deeply. Thus, special efforts must be made to ensure that the rights of youth at risk are protected and that they are supported in the realization of their integration into society which best supports their "physical, mental, spiritual, moral and social development" (CRC Article 27).<sup>1</sup>

*Children and youth have been disproportionately affected by the negative impacts of the transition and special efforts must be made to ensure that their rights are protected. According to UNICEF, by the end of 2006, the poverty risk for children was almost twice as high as for the general population - 21.5 per cent versus 12.8 per cent.*

Studies show that **adolescents are increasingly using tobacco, alcohol and illegal drugs** which are shortening life expectancies for the nation's already dwindling youth demographic, as well as contributing to increased youth crime. The Ministry of Health and Social Development has warned of what it sees as the "alcoholicization of large segments of the country's youngest generation."<sup>2</sup> Statistics show that overall, 80 percent of Russia's youth consume alcohol with 40 percent of school-age children drinking alcoholic beverages on a regular basis.<sup>3</sup> Abuse of alcohol by young people puts them at a much higher risk of coming into conflict with the law. Between 2002 and 2003, every fifth youth crime was committed under the influence of alcohol, and a recent study in Moscow showed that more than 80 percent of teens charged with administrative and criminal offences consume alcohol.<sup>4</sup> Although rates of minors convicted of a crime while intoxicated have begun to decline in the past few years (see Appendix II), alcohol abuse remains a major contributing factor in youth crime and delinquency.

Abuse of illegal substances is also a major concern. Over the past ten years, the rate of adolescent drug use has increased fifteen times, fueling a growing HIV epidemic and juvenile crime rates.<sup>5</sup> According to 2005 statistics from the Ministry of Education and Science, approximately 4 million adolescents use illegal drugs and 1 million are considered as drug dependent.<sup>6</sup> While the period between 2002-2003 saw a slight decrease in the amount of youth drug addicts registered at medical facilities, the Russian Interior Minister, Rashid Nurgaliev, recognized that the majority of youth who use drugs are not receiving treatment and that the average age when children start to use drugs has dropped from 17 years to 11 years of age.<sup>7</sup> The growing problem of alcohol and substance

<sup>1</sup> UNICEF, *Situation Analysis of Children in the Russian Federation* (2007), p.11.

<sup>2</sup> *Soviet Federatsii Federal'nogo Sobraniya Rossiiskoi Federatsii, Polozheniye Detei v Rossiisko Federatsii*, 2006, p. 104

<sup>3</sup> Ibid.

<sup>4</sup> Ibid. pp. 104-105.

<sup>5</sup> Ibid. p. 105

<sup>6</sup> *Ministerstvo Vnyutrennikh Del Rossiiskoi Federatsii, "Vystupleniye Ministra Vnyutrennikh Del Rossii General-Polkovnika Militsii Rashida Nurgalieva,"* June 1, 2005.

<sup>7</sup> Ibid.

abuse among youth in the Russian Federation highlights the need for greater preventative and rehabilitative youth programming, such as those featured in pilot regions of the YAR Project, which informs young people about the negative consequences of such behaviour and empowers them to make better decisions in their daily lives.

In its most recent report on the Situation of Children in the Russian Federation, the Ministry of Health and Social Development highlighted the **crisis of orphaned and homeless children** “as one of the most serious problems facing Russia.”<sup>8</sup> By the end of 2006, it was estimated that the number of children deprived of parental care in Russia had reached over 731,000 – even higher than numbers witnessed in the aftermath of the devastating Second World War.<sup>9</sup> An additional six million of the country’s approximately 29 million children are said to be living in harsh social and economic conditions.<sup>10</sup> Many of these children are ‘social orphans’ or children who have at least one living parent but as a result of neglect, abuse, desperate economic circumstances and marginalization are forced into a position where they must fend for themselves.<sup>11</sup> Unfortunately, many of these youth at risk end up on the street where they face further exploitation, social stigma and are much more likely to engage in risky behaviour and come into conflict with the law. Although statistics vary greatly, depending on the season and monitoring agency, it is estimated that between 800,000 and 3-4 million young people in Russia are homeless, and these figures are increasing each year.<sup>12</sup> Studies show that more than half of children who spend even a short period of time living on the streets run a high risk of becoming engaged in criminal activity, dropping out of school, becoming substance abusers, becoming involved in other risky health behaviours, and/or becoming targets of violence and abuse.<sup>13</sup>

*Youth who abuse drugs and alcohol are at a much higher risk of coming into conflict with the law than those who lead healthier, substance-free lifestyles. According to UNICEF Russia, 40 percent of adolescent males consume alcohol excessively, as do 30 percent of adolescent females. Approximately 10 percent of adolescents admit to using drugs.*

**Special measures must be taken to protect and prevent these youth at risk from coming into conflict with the law.** As it stands, over 20 percent of minors serving sentences in closed educational facilities are orphans, while the number of youth living without parental care registered with the Commission for Minors Affairs and Protection of their Rights (KDN)<sup>14</sup> has continued to grow.<sup>15</sup>

<sup>8</sup> *Polozheniye Detei v Rossiiskoi Federatsii*, 2006, p.67.

<sup>9</sup> Ibid.

<sup>10</sup> “Vystupleniye Ministra Vnyutrennikh Del Rossii General-Polkovnika Militsii Rashida Nurgalieva.”

<sup>11</sup> *Polozheniye Detei v Rossiiskoi Federatsii*, 2006, p.67.

<sup>12</sup> Grigory Kliucharev, Elena Pakhomova and Irina Trofimova, “Executive Summary on the Results of the Baseline Study for the Project “Improving Services for Youth at Risk in the Russian Federation,” 2007, p.2.

<sup>13</sup> UNICEF, *Situation Analysis of Children in the Russian Federation*, p. 71.

<sup>14</sup> The KDN will be an extremely important player in an emergent Russian juvenile justice system and has been a vital partner in the development of the models in the YAR project’s pilot regions. In addition to having jurisdiction over youth cases involving non-criminal and administrative offenses, the KDN is responsible for the collection, management and distribution of information on youth, the coordination of rehabilitation plans for young offenders, and other important family, youth and child services at the local level. Committee members come from a wide spectrum of professional disciplines, and this diversity in specialization has been noted by many observers as a major strength of the agency and as an important resource for the development of an effective system of juvenile justice in Russia. Unfortunately, the efficacy of KDNs varies dramatically from region to region and the use of ineffective and punitive measures in dealing with youth at risk and young offenders is a widespread problem. As such, the YAR project and its Russian partners in the pilot regions have focused on introducing normative and practical reforms into this institution, to improve its capacity to act as a fundamental player in the development and administration of regional models of juvenile justice.

<sup>15</sup> *Polozheniye Detei v Rossiiskoi Federatsii*, 2006, p.112.



Indeed the Committee of the Federation Council for Social Policy complained that the state system is failing in its responsibilities to help the nation's orphaned and homeless children.<sup>16</sup>

**Improving measures to protect minors from violence and abuse is of paramount importance.**

In 2005, over 175,000 children became victims to crime with over 73,500 of these crimes being of a violent nature.<sup>17</sup> In the same year there were over 7,000 reported cases of sexual assault against minors, 3,000 young people died as a result of violent crime and just as many suffered serious injuries.<sup>18</sup> These statistics most certainly underestimate the problem as many child victims suffer in silence, too afraid to contact the authorities. Unfortunately, violence and other forms of abuse directed against children extend into the family unit itself. According to the Ministry of Health and Social Development, child abuse in its varying forms occurs in one out of every four households in Russia.<sup>19</sup> Every year approximately 15,000 children under the age of fourteen die in Russia with an astounding half of these deaths attributed to non-natural causes. In any given year up to 2,500 of these unnatural deaths occur at the hands of the child's parent(s) or caregiver.<sup>20</sup> In 2005 alone, over 8,000 criminal charges were laid against parents and legal guardians for improper conduct towards and/or neglect of children in their care.<sup>21</sup> According to the Ministry of the Interior's investigations in each of the Federation's republics, unemployment, dire economic circumstances, alcoholism and other forms of substance abuse in the family are the major contributing factors in domestic abuse and crimes against children.<sup>22</sup> The severity and pervasiveness of the problems facing Russian youth in the home highlights the need for government and non-governmental agencies at all levels to partner in improving efforts to identify and support families in crisis before tragedies occur.

Young people's responses to abuse and neglect inside and outside of the home are often far from positive. **Since the collapse of the Soviet Union, Russia has seen a significant rise in the number of crimes committed by minors.** Every year, approximately one million juvenile offenders are brought before the Department of Internal Affairs and over 500,000 administrative cases are initiated against young people in the courts annually.<sup>23</sup> In 2004, minors were held responsible for 154,414 crimes or 9.8 percent of all criminal offenses committed in the Russian Federation, and made up 12.4 percent of all individuals convicted of a crime (see Appendix II). In 2005, youth at risk were involved in over 154,000 criminal offences, including approximately 1,000 homicides, 3,000 assaults and 18,000 robberies. Although the majority of offences committed by minors were property crimes (more than 70 percent), there is a worrying growth in the number of violent crimes committed by youth.<sup>24</sup> Between 2002 and 2004, there was a 23.3 percent increase in the number of rapes and attempted rapes committed by minors and an 11.2 percent increase in acts causing grave physical harm.<sup>25</sup> It should be noted, however, that there has been **a slightly positive trend in the reduction of juvenile crime rates over the past several years** as a result of overall improving economic and social indicators and successful regionally-based models of juvenile justice such as those being developed through the YAR Project (see Appendix II).

Other areas of concern include the fact that youth are likely to commit crimes in groups of other minors and with adults, which makes preventative and rehabilitative programming that focus on

<sup>16</sup> Ibid. 101.

<sup>17</sup> Grigory Kliucharev, Elena Pakhomova and Irina Trofimova, *Sovershenstvannye raboty s molodezh'yu gruppy riska v RF*, 2007, pp. 12-13.

<sup>18</sup> Ibid. p. 13.

<sup>19</sup> *Polozheniye Detei v Rossiiskoi Federatsii*, 2006, p. 92

<sup>20</sup> Ibid.

<sup>21</sup> *Sovershenstvannye raboty s molodezh'yu gruppy riska v RF*, p. 15.

<sup>22</sup> *Polozheniye Detei v Rossiiskoi Federatsii*, 2006, p. 93.

<sup>23</sup> *Sovershenstvannye raboty s molodezh'yu gruppy riska v RF*, p.16.

<sup>24</sup> *Polozheniye Detei v Rossiiskoi Federatsii*, 2006, p. 102.

<sup>25</sup> Ibid.

building self-esteem and empowering youth to make better choices about their social circle important (see Appendix II). In fact, mixed minor-adult groups are responsible for half of the total number of serious crimes in Russia, including every second robbery and assault, every third act of vandalism, homicide and theft, and every fourth case of intentional bodily harm.<sup>26</sup>

***Increasing rates of recidivism among juveniles released from penal colonies highlight the need to develop alternative non-custodial sentences for young offenders, such as those being piloted through the YAR project, which focus on rehabilitation and reintegration over punishment.***

In spite of a decrease in the absolute number of youth serving sentences in prisons in the past decade (32,000 in 1993 to 20,831 at the end of 2004), the Russian Federation still has the highest rates of incarceration for juvenile offenders in the world (17 per 100,000 population) followed by Belarus, Ukraine and the United States.<sup>27</sup> **Increasing rates of recidivism** for youth released from state custody and particularly those discharged from penal colonies are discouraging and highlight the need to develop alternative non-custodial sentences for young offenders which focus on rehabilitation over punishment. Since 2004, there has been a steady increase in the amount of juvenile re-offenders. In 2005 alone, the nation saw an 11.9 percent increase in the number of repeat youth offenders. At the national level, the latest statistics show that 17.4% of all minors charged with a crime are repeat offenders (see Appendix II). However, in some regions the recidivism rate is as much as two times higher than the nation-wide rate.<sup>28</sup> Studies show that within one year of discharge from a closed colony 25 percent of youth will end up committing another offense and within three years of release approximately 45 percent will have come into conflict with the law.<sup>29</sup> Experts attest that the lack of effective measures to insure the individualized social rehabilitation and adaptation of youth released from correctional facilities in effect guarantees recidivism in the majority of cases.<sup>30</sup>

Likewise, there is a noticeable **trend in young girls becoming more criminally active** in relation to young boys. If in 2005, 8.6 percent of all juveniles charged with crime were female, then by July 2008 this number had increased to 10.6 percent (see Appendix II). Such a development underscores the necessity of developing gender-sensitive preventative and rehabilitative policies which address the specific criminogenic factors and needs of young women who have or who are at risk of coming into conflict with the law.

This alarming rise in youth crime is directly related to unsatisfactory measures to protect and support children and families at risk in the home and in society as a whole. According to Oleg Zykov, member of the Public Chamber under the President of the Russian Federation, one of the authors of the draft Juvenile Justice law, and president of the national foundation “No to Alcoholism and Drug Addiction” (NAN), YAR’s main partner in the Russian Federation, an offence committed by a child is invariably an extension of some violation of the law, violence, or adults behaving improperly toward that child.<sup>31</sup> The majority of experts agree that a child’s propensity to enter the risk group is heavily dependent on their family situation. In a recent study commissioned by the Project, 72.1 percent of experts who work with youth at risk cited family problems as the most significant reason

<sup>26</sup> *Sovershenstvannye raboty s molodezh'yu gruppy riska v RF*, pp. 16-17.

<sup>27</sup> International Centre for Prison Studies cited in UNICEF, *Situation Analysis of Children in the Russian Federation*, p. 76.

<sup>28</sup> Ibid. 102

<sup>29</sup> Natal'ya Shemelina, “Zavtra Ya Dolzhen Osvobodit'sya...,” *Novaya Gazeta*, 08.05.2006.

<sup>30</sup> Ibid.

<sup>31</sup> *Sovershenstvannye raboty s molodezh'yu gruppy riska v RF*, p. 26.



for young people entering the risk group. Parental neglect of children is particularly high on the list of domestic risk factors with over 69.3 percent of experts noting it.<sup>32</sup> Conflict in the home is most often related to poverty, unemployment, alcohol and substance abuse in the home, illness among family members, a deterioration of pro-social norms in society, a low-level of education of family members, and relatives with criminal records. Youth who lack a steady source of income continue to comprise a sizable group of all minors convicted of a crime (see Appendix II). Children from single parent households are also more vulnerable, with no less than 40 percent of all minors registered with the KDN for delinquent behaviour coming from such households.<sup>33</sup>

The experts consulted likewise noted a number of other “external” factors that play a role in children entering the risk group. These factors include the lack of accessible leisure activities for children and youth, cited by 63.9% of experts, the overall rise in crime within Russia, the ineffectiveness of crime prevention measures aimed at youth, and negative influence from both a child’s peer group and mass media. However, experts view these influences as less problematic than issues currently found in individual families.<sup>34</sup>

**The YAR Project is Supporting the Russian Federation in the Development of a Separate System of Juvenile Justice According to its Commitments Under International Law.** In recognition of the severity of the problem, Russian public policy in the area of youth affairs has undergone important transformations in the past several years. The federal government has sponsored the development of a broader network of agencies working with youth and delinquency prevention. By the end of 2002, there were 1,162 specialized institutions for minors; more than 850 education agencies for children in need of psychological and medical assistance; 1,326 agencies for youth issues, providing psychological assistance and urgent care to minors in crisis situations; and 1,027 social rehabilitation institutes for minors nation-wide.<sup>35</sup> More recently, the government announced the establishment of a series of federal programs that specifically target children and youth at risk. For example, the national program called the “Strategy of Youth Policy in the Russian Federation from 2006 to 2016,” formulated by the Ministry of Education and Science, includes measures to improve services for youth living in difficult conditions - addicts, orphans, abandoned, marginalized, delinquent youth, and those in conflict zones. A more recent “National Program on the Improvement of the Conditions of Children in the Russian Federation from 2007 to 2010,” formulated by the Ministry of Health and Social Development of RF, stresses the need for interdepartmental coordination in developing programs to prevent child neglect and youth offences. These programs and other developments, most notably the establishment of the Government Commission on Minors and Protection of their Rights, signify a positive shift at the federal level toward integrated youth-oriented policies.

In addition to efforts at the federal level, several Russian regions, including those participating in the YAR Project, have taken practical steps toward the creation of local models of juvenile justice and inspiring similar reforms in other regions across the country. In fact, juvenile methodologies are currently being developed in twenty-three of Russia’s eighty-three federal subject. Furthermore, thanks to the hard work and advocacy of Russian child rights activists and juvenile justice supporters, including YAR Project partners, such as the internationally-respected NGO NAN, the establishment of a juvenile justice system in Russia has become an increasingly important issue on the national agenda and has received the endorsement of several high-level government bodies and officials. Indeed, Russia has already developed a number of successful juvenile justice initiatives, services and programs; the piece that is still missing, however, is a system of juvenile justice that

<sup>32</sup> Ibid. pp.74-75

<sup>33</sup> *Polozheniye Detei v Rossiiskoi Federatsii*, 2006, p. 103

<sup>34</sup> *Sovershenstvannye raboty s molodezh'yu gruppy riska v RF*, pp.74-75

<sup>35</sup> UNICEF, *Situation Analysis of Children in the Russian Federation*, p. 82

ties together all of these elements and that would protect the rights of all children at various stages on the juvenile justice continuum. As such, it has been a fundamental strategy of the YAR Project to build on the already established experience of Russia in introducing additional changes and innovation to the system by supporting champions within Russia who have already demonstrated a commitment to initiating rights-based reform in addressing the needs of youth at risk.

That being said, there still remains much more work to be done. It will take a significant commitment to reform from the federal government to create the legislative and budgetary framework necessary for a nation-wide juvenile justice system which will better address the needs of youth at risk. Currently the rights of children and youth in Russia, including those who enter the risk group, are regulated by a series of general laws including: The Constitution of the Russian Federation; The Russian Federation Family Code; Fundamental Principles of the Laws of the Russian Federation Concerning the Population's Health Care; The Federal Law on Education; The Law "On Basic Guarantees and Rights of Children in the Russian Federation"; The Law "On Additional Guarantees of Social Protection for Orphan Children and Children without Parental Care"; and The Law "On Principles of Child Neglect and Juvenile Delinquency." The following draft laws, if they were to be eventually adopted, would significantly improve the legislative base for the protection of children's rights by supporting the development of a juvenile justice system in Russia: "On Amendments to the Federal Constitutional Law 'On the Russian Federation's Court System'; "On Juvenile Courts in the Russian Federation"; and "On the Fundamental Principles of a Juvenile Justice System." Nevertheless, as the above evidence suggests, the protection of youth at risk in the Russian Federation still remains a problem and even the Committee on Social Policy of the Federation Council has raised valid concerns about the effectiveness of current government services offered to youth at risk.<sup>36</sup> Experts agree that there is a need for a specific rights protection policy for youth at risk which takes a direct, comprehensive and long-term approach to finding solutions to problems such as child neglect, juvenile delinquency, or other social problems facing youth.

In its latest review of the Russian Federation's adherence to the principles of the Convention on the Rights of the Child, the UN Committee noted many areas where Russia is falling short of its international commitments.<sup>37</sup> The Committee expressed particular concern over the issue of juvenile justice, noting that despite several legislative attempts Russia has thus far failed to comply with its responsibilities under the Convention to develop specific federal procedures and courts for juvenile offenders to be dealt with separately under the justice system. The Committee noted other areas related to the administration of juvenile justice and the protection of youth at risk which required immediate attention, including: inadequate research, studies and evaluation mechanisms on prevention activities or on the adequacy of existing measures; stigmatization of children in conflict with the law; the lack of alternative measures of detention and forms of reintegration for children in conflict with the law; poor material conditions of detention of persons under 18 deprived of their liberty, including cases of detainment with adults; inadequate access to education for persons under 18 in detention; and the inadequacy of measures to monitor the situation of minors in conflict with the law who have not been sentenced to deprivation of liberty and who do not benefit from adequate curative and educational measures. The Committee urged the government to fulfill its international commitments under the CRC to ensure that juvenile justice standards are fully implemented, in particular articles 37, 40 and 39 of the UN CRC and other United Nations standards in the field of juvenile justice.<sup>38</sup>

<sup>36</sup> *Polozheniye Detei v Rossiiskoi Federatsii*, pp. 99-101; 103-104; 106-108; 112-113.

<sup>37</sup> For a detailed account see: United Nations Committee on the Rights of the Child, Consideration of Reports Submitted by State Parties Under Article 44 of the Convention – Concluding Observations: Russian Federation, 2005.

<sup>38</sup> Ibid.

The experts consulted for the study commissioned by the project as well voiced some criticism about the state of children's rights in Russia today. The majority of those surveyed assessed the existing system negatively. Sixty-one percent of experts stated the rights of children and youth are either poorly protected, or not secured at all, while another 37.5 percent believe that young people's rights are generally protected, but not sufficiently.<sup>39</sup> The absence of a separate rights-based juvenile justice system, along with the related problem of a lack of a comprehensive state policy on youth, were cited by the experts as the two most serious factors in the insufficient protection of children and youth in the Russian Federation.<sup>40</sup> Experts also gave state authorities not the best marks in terms of supporting existing agencies that currently provide services to youth at risk. Sixty-eight percent of those working with marginalized youth noted the low level of support given by authorities to their work and 9.4 percent feel they receive no support at all.<sup>41</sup>

It seems that a successfully addressing the problems facing youth at risk in the Russian Federation requires decisive judicial reform and a long-term and serious commitment by multi-sectoral stakeholders at all levels, to cooperate in the development and implementation of a rights-based system of juvenile justice which focuses on promoting the best interests of youth through preventative and rehabilitative programming. There are many obstacles to creating such a nationwide system, not least of which has been the delay thus far to adopt the draft law on establishing a juvenile justice system. Nevertheless, such difficulties must be overcome if Russia wishes to fulfill its international obligations and ensure that the fundamental rights of its young people are protected. We believe that through the YAR Project, the Russian and Canadian partners are assisting the Russian government to better meet its international commitments in the protection of child rights. The development of a successful youth justice system in Russia is seen as making significant contribution to democracy and good governance in the Russian Federation. The following chapter provides a detailed discussion of the major achievements made by the YAR pilot projects to date.

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<sup>39</sup> *Polozheniye Detei v Rossiiskoi Federatsii*, 2006, pp.53-54.

<sup>40</sup> Experts cited other factors which compromise the rights of children and youth include: the underdeveloped structure of public institutions to which a minor can apply to protect his or her rights; the ineffective and sometimes uncontrolled operation of law enforcement bodies; the low functional literacy and competence of employees of law enforcement bodies in relation to children's issues; the lack of a unified system for the regulation of juvenile rights; the current punitive approach to youth services, which neglects legal protection for YAR; and poor support for the family institution. *Sovershenstvannye raboty s molodezh'yu gruppy riska v RF*, pp. 54-57

<sup>41</sup> *Ibid.* p.65.



## II. Results of the Models Developed in the Project's Five Focus Areas

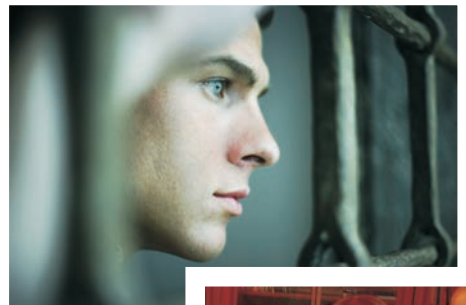


The Russian partners of the YAR Project have succeeded in developing an effective and systemic approach to improving services for youth at risk and implementing necessary rights-based reforms in the area of youth justice. Each of the pilot project teams has focused on using Canadian technical assistance to develop, test, and refine different models in one or more of the project's five capacity-building areas, which happen to correspond to the main components that can be found in any successful juvenile justice system: Prevention; Case Management; Courts; Custody; and Post-Custody. Considered collectively, the achievements of the pilot project teams in the development of new and improved services for youth at risk and young offenders in these five interconnected areas on the juvenile justice continuum offer Russian stakeholders and policymakers at various levels an indispensable roadmap for navigating the major challenges facing the Russian Federation in the sphere of youth justice reform. Indeed, the models developed in the five focus areas coalesce to provide decision makers with a coherent and working model of a Russian-specific juvenile justice system that can be reproduced in other regions of the country and used to advocate for and inform the introduction of a comprehensive system of juvenile justice on a nation-wide basis. The following five sections detail the design, progress, achievements, and future directions of the youth justice models in each of the project's five focus areas developed in each of the participating Russian pilot regions.





# Part A: PREVENTION







## Part A: PREVENTION



### Prevention Section Highlights

- Improving the overall system of prevention and support available to children and youth in the Russian Federation is increasingly becoming an important priority of the Russian state; however, some deficiencies still persist. Even though many successful preventative programs for young people do exist throughout the country, the quality and accessibility of prevention programming on a nation-wide basis is highly uneven and initiatives often fail to target those youth who are already marginalized and most at risk. A lack of coordination between multi-sectoral partners from the federal right down to the community level has hampered efforts to develop and deliver effective and relevant programming. Young people are the most valuable resource of any nation. For the Russian Federation, faced with a demographic crisis which threatens to undermine the future viability of state, investing in rights-based and youth-orientated prevention strategies, such as those being developed through the YAR Project is a matter of national survival. These strategies provide young people with access to relevant information, services and support that empower them to make informed pro-social decisions about their own lives and enable them to reach their full potential in society.
- Prevention has been emphasized as a critical component of all of the models being developed and tested in pilot regions of the YAR project and is one of the most progressed capacity-building areas. The Canadian principles, best practices, and expertise promoted through the Project have become firmly entrenched in the language and programming of the Russian stakeholders. Several highly-effective, locally-responsive, and replicable prevention models based on joint Canadian-Russian efforts have been developed in the pilot project regions. The YAR Project tool in the area of prevention, School-Based Peer-Mediation Programming, has been introduced into four pilot schools in the Rostov and Stavropol regions. It is expected that the tool will serve as an effective strategy of early intervention and prevention, which can be rolled-out in school districts throughout the project pilot regions and eventually across the nation as a whole.
- The ultimate success of an emergent juvenile justice system in the Russian Federation will depend on the development and implementation of targeted, well-coordinated prevention strategies. The wide-range of prevention models and programs developed in the YAR pilot regions, which have already proven successful in addressing the needs and protecting the rights of youth at risk at the local level, are likewise critical to advocating for and better informing the necessary process of reform across the country.

**Some of the Major Accomplishments of the Project in the Area of Prevention Include:**

**Stavropol Krai.** The development and facilitation of a wide range of successful and replicable school-, camp-, and community-based prevention programs by youth activists using peer-education techniques and informed by Canadian experience, which are designed to: be responsive to the needs and concerns of children and youth; empower young people to make informed decisions about their own lives; and inspire them with the confidence and the skills to play an active and positive role in the community.

The establishment of the innovative “Children of the South” Centre as the first and only institute in the Southern Federal District of the RF dedicated to the development of and training in rights-based methodologies for working with youth at risk. The Centre has designed a series of effective and replicable juvenile methodologies and preventative programs for working with young people. These programs are significantly improving the capacity of stakeholders throughout the Southern region to better address the needs of youth at risk.

**Moscow Oblast.** The development of a highly successful, sustainable, and replicable youth at risk and young offender employment service model on the basis of a partnership between government, civil society, and private sector actors, which is currently being studied by policymakers and specialists for duplication in other regions of the country.

**Rostov Oblast.** The establishment of the first ever Russian language website devoted to educating children and youth about their rights and responsibilities in an interactive and child-friendly format and language: <http://www.pravadetey.ru/>.

**Bryansk Oblast.** The establishment and recognition of the Juvenile Justice Laboratory as the premier source for innovative research, practical policy advice, and advocacy in the sphere of youth justice in Bryansk Oblast, including in the area of prevention strategies.

Improving the overall system of prevention and support available to children and youth in the Russian Federation is, without a doubt, a major priority of the Russian state. Young people are the most valuable resource of any nation. For Russia, faced with a demographic crisis which threatens to undermine the future viability of state, investing in rights-based and youth-orientated prevention strategies, which provide young people with access to relevant information, services and support that empower them to make informed pro-social decisions about their own lives and enable them to reach their full potential in society, is a matter of national survival.

Prevention of crime, delinquency, and high risk behaviour among youth has been receiving greater attention and resources from the Russian government as an integral part of its overall strategy to improve the protection and developmental support offered to the nation's children and youth. The effective promotion of healthy lifestyles choices and pro-social behaviour to young people through prevention and information campaigns in the country's schools has featured as a policy goal in both the Putin and Medvedev administrations. Furthermore, over the past several years, a series of federal programs have been developed which place a greater focus on prevention and targeting children and youth at risk. In December 2006, the Ministry of Education and Science adopted a “Strategy of Youth Policy in the Russian Federation from 2006 to 2016,” which addresses measures to improve services for youth at risk as well as offering support for awareness campaigns and prevention programming in areas related to young people's health and well-being. The current

phase of the “Children of Russia” National Program, which was formulated by the Ministry of Health and Social Development and runs until 2010, places a greater focus on developing programs to prevent child abuse and neglect as well as juvenile delinquency and crime. Other developments such as the establishment of the Government Commission on Minors and Protection of their Rights and the new Federal Program on Crime and Delinquency Prevention which comes into force in 2009 suggest that the government will continue to place a greater emphasis on prevention in the development of its youth policies.

However, although these developments are very encouraging and certainly signify a more receptive environment for the types of reform-minded programming in the sphere of prevention being introduced through the YAR Project, one need only look at the overall situation of children and youth in the Russian Federation to understand that major deficiencies still exist in the sphere of prevention (i.e. refer to “The Issue” section of this publication). Even though many successful preventative programs for young people do exist throughout the country, the quality and accessibility of prevention programming on a nation-wide basis is highly uneven, and initiatives often fail to target those youth who are already marginalized and most at risk. A lack of coordination between multi-sectoral partners from the federal right down to the community level has hampered efforts to develop and deliver effective and relevant programming.

*“The youth sphere is definitely the key priority, the main vector of the national crime prevention system...The core of this work is pre-emption of child neglect and juvenile delinquency, development of a system that would boost teenagers’ legal awareness and encourage them to study Russian law, and the satisfaction of their sports and exercise needs.”*

**Rashid Nurgaliyev,  
Russian Minister of the Interior,  
at the 2006 Session of Government  
Commission for Minors and  
Protection of Their Rights.**

In fact, in its latest report on the Situation of Children in the Russian Federation, the Committee for Social Policy under the Federation Council noted with disappointment that the current system of preventative measures and support for children and youth in need is woefully ineffective: “Unfortunately, the practical results of measures taken by the government to curb the advancement of the many negative developments in the lives of children throughout this country have been inadequate, primarily as a result the lack of an effective normative and regulatory framework, the disagreements and contradictions between the work of federal and regional agencies, a lack of coordination of actions of schools, families, media, law enforcement agencies and other public institutes.”<sup>42</sup>

Likewise, in its latest review of Russia’s compliance with the Convention, the Committee of the UN CRC expressed concern about the adequacy of existing prevention measures related to improving adolescent health, informing young people about the dangers of substance abuse, impeding the spread of HIV/AIDS and STIs, and lowering rates of juvenile delinquency and crime.<sup>43</sup> The report pointed to the low level of awareness of child rights among young people and professionals involved with working with youth as well to “inadequate research, studies and evaluation mechanisms on prevention activities” as obstacles to improving the system of prevention services offered to young people in the country.<sup>44</sup>

<sup>42</sup> *Sovet Federatsii Federal’nogo Sobraniya Rossiiskoi Federatsii, Polozheniye Detei v Rossiisko Federatsii*, 2006, pp. 66-67.

<sup>43</sup> United Nations Committee on the Rights of the Child, *Consideration of Reports Submitted by State Parties Under Article 44 of the Convention – Concluding Observations: Russian Federation*, November 2005.

<sup>44</sup> Ibid.

UNICEF, while applauding the government's recent efforts to improve its policies, has expressed some concerns about the efficacy of current prevention strategies. In its most recent analysis of the state of children in the Russian Federation, the agency drew attention to the low level of awareness and knowledge of issues related to reproductive health, sexuality, and substance abuse among adolescents as a result of the virtual absence of age-appropriate and youth-friendly preventative and informational services available to them in the community.<sup>45</sup> In addition to providing young people with critical information on issues related to their health and well-being, UNICEF has highlighted the need for schools and other community partners to do more to aid children and youth in the development of basic life skills such as negotiating, problem-solving, and interpersonal communications so that they are in a position to make safer and more informed choices about their lives and avoid high risk behaviours. Another major, and indeed related, concern of the agency is the low-level of interest and participation of young people in the country's political, economic, and social life, including the scarcity of youth involvement in volunteer movements.<sup>46</sup> Encouraging the meaningful involvement of youth in their communities, including in the design and implementation of programming for their peers, is a critical component of reform in the sphere of prevention, and is one of the key principles promoted to the Russian partners through the YAR Project. Indeed, in the sphere of prevention, and in the development of juvenile justice as a whole, the YAR Project has committed itself to supporting Russian stakeholders in making the shift from what UNICEF has called "the traditional approach of supporting children 'with the best of intentions' towards the strategic intent of upholding all children's rights 'in the best interests of the child'."<sup>47</sup>

Prevention has been emphasized as a critical component of all of the models being developed and tested in pilot regions of the YAR Project. Adopting a coordinated, youth-orientated, rights-based, community-involved, and preventative approach to juvenile justice is critical to the system's very success. Over the course of the project, Russian and Canadian partners have collaborated to develop a set of founding principles of prevention. These principles reflect Canadian and international best practices as well as the growing consensus in the Russian Federation that the success of an emergent juvenile justice system will be dependent on the development and implementation of targeted, well-coordinated prevention strategies:

***Prevention is the First Priority in a Juvenile Justice System.*** The best way to deal with youth crime is to prevent it in the first place. As such, prevention should be recognized as the first priority of any juvenile justice system. Due attention must be paid and resources allocated to the development of nation-wide and community-based prevention strategies which address the social conditions associated with the root causes of delinquency.

***Engaging Youth in the Development and Implementation of Prevention Strategies.*** According to the UN Convention on the Rights of the Child, all children and youth have the right to express their views about decisions that affect them, and to have their opinions taken into account. Giving full weight to the concerns and ideas of young people is particularly important in the field of prevention and is a principle which has been continuously supported throughout the YAR Project. The active and meaningful participation of youth in the development and implementation of prevention strategies ultimately leads to programming and services that are more responsive and appropriate to young people's needs, empowering them with the knowledge, skills, and self-confidence to make informed pro-social choices in their lives.

***The Importance of Early Identification of Risk and Early Intervention.*** It is never too early to assist children, particularly children at risk. By the time many young people come into conflict with the law,

<sup>45</sup> UNICEF, *Situation Analysis of Children in the Russian Federation* (2007), p. 41.

<sup>46</sup> Ibid. pp.89-90.

<sup>47</sup> Ibid. p. 85.

behavioural problems that might have been identified and corrected earlier have become entrenched and pose a more difficult challenge. Early interventions should be purposeful, measured, and address the specific risks and needs of individual youth in order to address the root causes for unhealthy and anti-social behaviours and without causing additional harm through labeling or marginalization.

***A Focus on Community-Based Initiatives.*** Local communities themselves are in the best position to assess the unique challenges facing their children and youth and as such resources should be directed whenever possible to support and improve the capacity of community-based prevention and early intervention efforts. The provision of preventative services and support to youth within their home communities is critical to assuring greater relevancy, effectiveness, accessibility, and sustainability because programming content and support options will be based on a young person's familiarity with community social standards and established connections with educational, employment, housing, and social support institutions.

***The Effective Cooperation and Coordination of All Stakeholders.*** Ensuring the effective cooperation and coordination of all interested stakeholders, including young people, government and law enforcement agencies, families, NGOs, educational institutions, volunteer movements, and other relevant community partners is essential to maintaining an informed and holistic prevention system which serves the best interests of young people.

***Prevention is a Founding Principle of Canada's Renewed Youth Justice Philosophy***

*"Society has a responsibility to address the developmental challenges and needs of young persons...Communities and families should work in partnership with others to prevent youth crime by addressing its underlying causes, responding to the needs of young persons and providing guidance and support."*

**Preamble to Canada's Youth Criminal Justice Act, 2003.**

Over the course of the past several years, the project has contributed to improving the capacity of its Russian partners to design and deliver effective prevention programming and services for young people and youth at risk through a series of activities specifically targeted to encourage and inform reform in the focus area of prevention (Please see Appendix III: Project Capacity-Building Activities by Focus Area). While focusing on prevention and early intervention may seem to be a rather obvious strategy, it has not been always the operating principle of many of the Russian agencies involved in the Project. We are glad to say that there is a growing consensus among Russian stakeholders that prevention must be emphasized as a key component of the emergent system of juvenile justice in Russia, just as important as other elements such as specialized juvenile courts or case managers.

In fact, prevention has emerged as one of the most progressed capacity-building areas in the Project. The fundamental principles of prevention promoted through the project have become firmly entrenched in the programming of pilot projects and there is consensus on the YAR tool that should be developed under prevention - School-Based Peer Mediation Program (See the "The Development of the YAR Prevention Tool" text box in this section). The pilot project teams have mobilized the invaluable knowledge and technical support they have received through the YAR Project in the development of a diverse set of locally-responsive models of prevention. These models have proven successful in addressing many of the previous deficiencies noted by Russian and international commentators and will help to better inform the process of reform across the country. The following sections capture some of the most significant achievements made by the pilots in the area of prevention to date.



## Pilot Project Progress in the Sphere of Prevention by Region

### I. A Focus on Stavropol Region: An Emerging Centre of Excellence in the Area of Prevention.

#### Major Achievements of the Stavropol Pilots in the Area of Prevention

- The development and facilitation of a wide range of successful and replicable school-, camp-, and community-based prevention programs by youth activists using peer-education techniques, which are designed to: be responsive to the needs and concerns of children and youth; empower young people to make informed decisions about their own lives; and inspire them with the confidence and the skills to play an active and positive role in the community.
- The establishment of a youth-friendly support database and a community helpline for young people.
- The establishment of an outreach community centre for young people.
- The provision of on-going innovative youth-centered training to local specialists, public servants and volunteer movements involved in working with youth at risk.
- The establishment of the “Children of the South” Centre as the first and only institute in the region dedicated to the development of and training in rights-based methodologies for working with youth at risk.
- The Centre has designed a series of effective and replicable juvenile methodologies and programs for working with young people which are significantly improving the capacity of stakeholders throughout the Southern Federal District to better address the needs of youth at risk.
- The “Children of the South” Centre has likewise succeeded in supporting the development of targeted and inclusive programming for vulnerable and marginalized youth based on local know-how and the best practices and training brought to them through the YAR project, including, the incorporation of youth at risk into the delivery of prevention programming to their peers.
- The overall success and respected reputation of the Centre will ensure the long-term sustainability and replication of prevention programming developed through the pilots in the Southern Federal District and beyond.
- Both Stavropol pilot teams have displayed an excellent track record for attracting funding from outside sources which bodes well for the continued development and expansion of programming beyond the lifespan of the YAR Project.

Over the course of the project, the two pilot projects based out of Stavropol region have emerged as leaders in the field of prevention. The project team leaders have focused on the development of a system of preventative strategies to address some of the fundamental difficulties troubling the region. Throughout its history, the South of Russia, and particularly the Southern Federal District, has been challenged by a series of complex multiethnic conflicts, poverty, and high crime rates. Youth, being one of the most vulnerable groups of the population, have been dramatically affected by the social, economic, psychological and physical effects of the conflict and post-conflict era. Traditionally,



youth criminal justice and support agencies have proved highly unsuccessful in dealing with these issues because of their reliance on obsolete approaches to conflict resolution and the prominent lack of juvenile methodologies. The two YAR pilot projects in the region however, have been based on the understanding that investing in prevention is the single most effective way to reduce juvenile crime and protect the rights of young people in society. The wide-ranging initiatives, commitment to youth engagement, and holistic approach to programming developed and tested in Stavropol's two pilot projects have earned the region the title of Centre of Excellence in the Area of Prevention. Stavropol is sharing its insight and models of success with other regions in the Russian Federation in promoting a philosophy of juvenile justice founded on prevention.

***A) The Safety Island Pilot Project: The Creation of a Rehabilitative Environment for Children and Youth at Risk at the Community Level.***

The “Safety Island” pilot’s team of dedicated young professionals and volunteers has demonstrated great success in mobilizing the experience and skills gained through their participation in the YAR Project to develop, deliver, and enhance the quality and accessibility of prevention services for youth and youth at risk in the South West District of Stavropol. One of the keys to the pilot’s success in the field of prevention originates from its commitment to engaging young people and empowering them to make informed decisions in their own lives and play an active role in their community. Another major strategy to “Safety Island’s” success derives from its concerted effort to involve the widest spectrum of actors from the community. The pilot project team has recognized the importance of building strong partnerships with youth, volunteer movements, the local administration, government agencies, parents, schools, civil society groups and other stakeholders in the region in order to ensure young people’s access to quality and sustainable preventative services. The pilot’s commitment to the development of rights-based prevention strategies delivered in the community encouraged the meaningful participation of children and made best use of local partners and resources. The following represents an overview of the major achievements of the YAR “Safety Island” pilot in Stavropol:

***A Commitment to Preventative Programming which is Developed for Youth by Youth.*** The “Safety Island” pilot project best illustrates the leading role young people can play in improving the lives of their peers and indeed their entire community. Young students and recent graduates of the North Caucasus Technical University have been the driving force behind the development and implementation of all of the project activities. These activities, in accordance with the spirit of the UN Convention on the Rights of the Child, are designed to be responsive to the needs and concerns of children and youth, empowering them to make informed decisions about their own lives and inspiring them to play an active and positive role in the community.

According to the pilot team, trainings, materials, and technical support provided through the YAR Project have been invaluable to the design of youth-focused programming and the success of the pilot as a whole. Training in child rights and youth participation facilitated by YAR’s Canadian experts throughout the project and the introduction of key translated texts, such as the *CIDA Guide on RBM and Child Participation* and the IICRD’s *Children as Partners*, provided the “Safety Island” team with a firm understanding of international and Canadian best-practices and have significantly improved their capacity to design effective preventative programming that empowers young people and encourages their meaningful engagement. In fact, an agreement has been recently reached with UNICEF to have three of the pilot team members, Alesia Anisimova, Nastia Obryvko, and Ivan Skiperskiy, appointed as official UNICEF trainers on child rights for the South Federal District of Russia.

**What is Peer Education?** *Peer education is the process whereby well-trained and motivated young people undertake informal or organized educational activities with their peers (those similar to themselves in age, background, or interests). These activities, occurring over an extended period of time, are aimed at developing young people's knowledge, attitudes, beliefs, and skills and at enabling them to be responsible for and to protect their own health.*

**Why is it Effective?** *A young person's peer group has a strong influence on the way he or she behaves. This is true of both risky and safe behaviours. Not surprisingly, young people get a great deal of information from their peers on issues that are especially sensitive or culturally taboo. Peer education makes use of peer influence in a positive way, by using peer educators to endorse pro-social and healthy behaviours and by challenging those that are negative and risky. Peer education is also a way to empower young people. By promoting experiential learning, peer-mediated trainings offer youth the opportunity to participate in activities that affect them, to learn about critical information and services available to them in their community, and to develop the life skills they need to protect their health and stay out of trouble with the law.*

**Can Young People Really Help Other Young People?** *Absolutely yes. The credibility of peer educators within their target group is an important base upon which successful preventative programming can be built. Young people who have taken part in peer education initiatives often praise the fact that information is transmitted more easily because of the educator's and the audience's shared background and interests....Youth peer educators are less likely to be seen as authority figures 'preaching' from a judgmental position about how others should behave. Rather, the process of peer education is perceived as receiving advice from a friend 'in the know' who has similar concerns and an understanding of what it is like to be a young person.*

**Adapted from the Y-PEER Education Toolkit "Training of Trainers Manual" (2005).**

Furthermore, the Project was responsible for providing core training to "Safety Island's" leaders in preventative interventions with youth modeled on peer education techniques. In 2006, the YAR Project supported the participation of the pilot's leaders in the UN-administered Y-PEER network training in Saint Petersburg. One year later, the Project facilitated their certification as 'trainers of trainers' in child rights and peer education. The pilot's leaders have mobilized the new skills gained through the Project to develop effective peer-mediated programming for youth in the community and to train dozens of youth volunteers involved in the delivery of preventative programming as well as young professionals across the region in peer education. Indeed, peer education has become the central facilitation strategy behind all of the pilot's effective and popular prevention programming.

There is no doubt that the key to Safety Island's success in the sphere of prevention stems from its ability to effectively mobilize the technical support provided through the Project in the development and provision of new and improved services as well as its commitment to engaging and empowering youth in the community. As such, the pilot's achievements will be used to support the meaningful participation of youth in the development and implementation of prevention strategies in any future national juvenile justice reform.

**The Pilot's Initiatives are Informed by the Specific Needs and Concerns of Youth and Families in the Community.** The "Safety Island" pilot project team has committed itself to developing relevant and effective preventative programming and services which best address the specific needs and concerns of youth in the community, as expressed by them. As such, the first step taken by the pilot

in the development of the project was a comprehensive survey of over four hundred young people aged 13-18 in the area which asked them to identify their needs, interests and concerns, including where they felt most comfortable seeking help in the community. In recognition of the important role played by families in prevention strategies for young people, the pilot also conducted a separate study of over two hundred parents of local youth, which tasked them to express their view on the major risks faced by their children, and identify support services and agencies available to them and their children in the community.

***Supporting the Family as a Key Partner in Prevention.*** The two studies have been used by the pilot team in the development of locally-responsive preventative services for youth at risk and their families. In addition to informing the establishment of the local “Rayon” youth club and the development of a range of school and university-based prevention and awareness programs (as discussed below) findings from the study were used by the pilot team to design programming aimed at strengthening family relations and the capacity of parents to positively support their children through difficult periods in life. Over the course of the pilot, the project team and its group of youth volunteers have continued to deliver free parent-child and parent-only trainings to local families of youth at risk on topics, such as: developing positive parenting skills, effective communication between parents and youth, conflict resolution in the home and beyond, and how to talk with your children about drugs and other important issues. The project team has noted the overwhelmingly positive feedback from the parents and youth who have participated in these trainings, a sentiment likewise expressed in the consistently high turn-out at events.

The trainings were delivered in partnership with municipal agencies such as the Centre for Social Support for Family and Youth, which is mandated to provide social and rehabilitative support to young offenders, youth at risk and disadvantaged families, and the Centre for Students and Extracurricular Activities, an organization of the Ministry of Education which is supposed to offer services and support to students outside of the classroom, but which is chronically under-funded and under-staffed and lacks the capacity to develop targeted programming for youth at risk. However, by establishing partnerships with these two community players, the pilot was able to significantly improve the quality and accessibility of supportive services in the South West District of Stavropol. The databases and facilities of these two centres enabled the pilot team to establish contact with and offer training to families and youth identified as in need of assistance, while the pilot’s intervention considerably improved the capacity of these organizations to offer effective programming to their clients.

***Collaboration with Local Authorities and Organizations Leads to the Creation of a Youth-Friendly Support Database and a Helpline for Young People in the Community.*** The two studies also revealed that both youth and parents know very little about the prevention programming and support organizations that exist in the community and do not know where to turn to for help when they need it. In order to address this deficit, the pilot project team decided to create a database of all the organizations offering accessible support services to youth and their families in the region, inclusive of psychological and addictions counseling, social assistance agencies, legal clinics, youth-friendly healthcare clinics and services, leisure, sports and interest clubs, as well as youth associations. The pilot team conducted an informational campaign to promote awareness of the new database and the pilot’s other initiatives, distributing pamphlets to youth and their families in the community. The youth-friendly support database was also shared with the municipality’s newly-created Youth Helpline and is used to provide service referrals to children and parents based on the needs identified by the Help Line consultant. Initially, it was intended that a helpline would be created as part of the project, but following discussions with the municipal administration about the idea, the local authorities decided to organize and fund the initiative themselves. The pilot team has continued to support the success of the local municipality’s helpline by ensuring that the database

content is accessible and current and by promoting awareness of the service through its various activities. The hotline is but one example of how the partnerships created between local authorities and non-governmental organizations through the YAR Project are being mobilized to improve the services offered to and overall situation of children and youth in communities throughout the Russian Federation.

***The Establishment of an Outreach Community Centre for Youth.*** The pilot's survey also revealed that young people in the local community wanted to have a safe place just for them where they could meet, take part in various activities and receive support and advice. In an effort to address this need, the "Safety Island" team brokered a deal with their partner organization, the Centre for School and Extracurricular Activities, to establish the "Rayon club" within their existing facilities. The club is open to all youth in the neighborhood, but because the Centre typically caters to youth who are registered with the KDN or their school's administration for behavioural issues, the pilot has been able to target the club's services towards reaching youth at risk in the community. The club's free activities were organized and run by the pilot team and ranged from targeted prevention seminars to leisure activities which promote healthy living, team work and pro-social behaviour. Informational trainings were regularly presented to youth and youth at risk on a variety of topics, including conflict resolution, improving communication skills, and drug, alcohol and smoking prevention.

In the summer, the pilot used the courtyard of the Centre to host open-air presentations of films featuring "hot-button" issues relevant to youth. These movie presentations attracted a lot of attention from youth in the community with consistently high turn-out and the "Safety Island" team used these opportunities as a springboard for preventative intervention. After each presentation, the team would lead an open and informative dialogue with the young people in the audience on the issues raised in the film, providing them with useful information and an invitation to join them at club for one of their many seminars, discussion groups or simply to talk one-on-one with the volunteers. The "Rayon Club" was also used to organize popular 'substance free' dances and interactive 'street games' for youth at risk and their peers in the community. These 'street games' challenged teams to work together at thematic sport and problem-solving activities which promoted a better awareness of the dangers of drug and alcohol abuse, the rights and responsibilities of young people under the law, and the benefits of making healthy and pro-social life choices. When the pilot was informed that the Centre could no longer provide them with access to their facilities, there was a concern that the youth in the community would lose this vital new service. However, thanks to the popularity of the "Rayon club" and the partnerships fostered between the pilot team and municipal authorities over the course of the project, the city of Stavropol has decided to take the initiative to open and fund a new club through the Trampoline Centre, a subsidiary of the Municipal Department for Family and Youth Affairs which is in charge of youth programming in Stavropol. The new club will be based on the successful experience of the pilot's "Rayon club" and focused on providing preventative youth-centered services to those in the community.

Over the course of the project, the pilot team has continued to work in close cooperation with the Trampoline Centre, assisting them in the development of the city's annual youth programming and in the delivery of municipally-funded programs for youth. In fact, the working relationship developed between the "Safety Island" team and the Trampoline Centre have been so positive and productive that one of the former pilot project members, Natalia Gorbacheva, was asked to head the Centre in August 2007. As the director of the Trampoline Centre, Ms. Gorbacheva now applies the skills and knowledge she has gained through her work in the pilot the design and implementation of youth programming in the city of Stavropol. This appointment and the decision to open a permanent centre for youth based on the "Rayon club" model underscore the sustainability



of the youth-centred programming in Stavropol developed and promoted through the Safety Island pilot project.

***Reaching Out to Youth in the Community Through the Schools.*** The delivery of preventative programming to children and young people through the local schools and university has been a focal point of the “Safety Island” pilot project. From the outset, the pilot leaders recognized the importance of building strong partnerships with the administrations of local schools in order to ensure that their preventative programming reached the greatest number of youth in the community and had the capacity to inform the overall policies of individual schools in relation to child rights and youth participation. At the beginning of the project, the pilot began working with one school in the South West Region of Stavropol, but it was not long before their innovative prevention programming began to attract the attention of other schools and educational professionals within the district. Following requests from each administration, the pilot expanded its programming to four other schools in the area as well as to the Northern Caucasus State Technical University. These educational institutions partner with the pilot project team in the delivery of trainings, information sessions, and various other community campaigns for school students. Staff have likewise benefited from the opportunity to apply the pilot’s youth-centered approaches in their daily and extracurricular work. Currently, the pilot team and its group of trained-volunteers facilitate peer-mediated prevention programming in the schools during regular hours, according to the three following thematic categories:

***a) Programming which Promotes Healthy Lifestyle Choices Amongst Youth.*** The Stavropol pilot has developed a popular school program aimed at supporting youth in making informed decisions about their personal health. In the peer-mediated “Informed Means Empowered” program, the pilot’s peer educators work to endorse “healthy” norms, beliefs and behaviours, and challenge those which are “unhealthy.” Students gain a better awareness and understanding of the major risk factors affecting local youth, are informed of the potential impact of drug, alcohol, and tobacco use in their life, and improve their capacity to make informed and mature decisions about their life as opposed to those based on negative peer influence.

In a concerted effort to reach out to the most vulnerable students in the schools, the team decided to focus on classes where youth at risk studied. Trainings were structured so that youth, registered with the KDN or the school administration for deviant behaviour, were included as part of the positive majority and did not feel as though they were being isolated or specifically targeted in a negative manner. As with all of the other pilot’s peer-mediated programming, the structure and content of the sessions foster an open and informative dialogue between the youth mentors and participants.

The program is usually delivered over the course of a month and a half with two-hour sessions held twice a week. To date, more than two hundred local youth benefited from participation in the program. Feedback is collected after each session through evaluations and personal interviews with students and this information is analyzed and used to adjust programming to better respond to the needs of the students. Feedback is also collected to evaluate how the new information and skills gained through participation in the program might be used by the students in the future. Results have shown that student feel more confident and motivated to make healthier lifestyle choices after participation in the program.

In fact, the program and entire peer-to-peer experience proved to be so popular that it inspired a group of students from one of the target schools to organize a smoking prevention campaign for their fellow students. With the active support and guidance of youth volunteers from the project’s Rayon Club, the twenty-five student activists compiled informational packages on the negative effects of smoking as well as useful smoking prevention and cessation strategies. These packages were then distributed to over one hundred and fifty youth and their families in the area.

An adapted version of this program, which focuses specifically on preventing drug abuse among local youth, has been also developed by the pilot team and delivered to young people in the schools, as well as to young offenders being held in temporary detention centres. The “World Without Drugs,” is a week-long intensive program that provides young people with the facts about substance abuse and addiction, coaches them in workable strategies for saying no to drugs, informs them about the legal ramifications of using and selling illegal substances under Russian law, and encourages them to take responsibility for their personal health and well-being.

***b) Programming Aimed at Improving the Communication Skills of Local Youth.*** The pilot project team leaders have developed a program which focuses on supporting school children in the development of more effective communication skills. The promotion of communication training in schools is internationally recognized as a central element in prevention programming. Such programming fosters greater self-confidence amongst students, healthier relationships between children and adults, greater involvement of young people in the community, and safer schools. Over the course of the Project, Safety Island’s trained team of youth volunteers has continued to facilitate communication workshops with students from four Stavropol schools. Through the program, youth learn how to articulate their personal concerns and needs in a pro-social manner while developing the capacity and the sensitivity to actively listen to the perspectives of their peers and elders. The communication trainings also include a gender component, focused on supporting respectful and positive communication between boys and girls. Both the children and teachers have responded positively to the trainings. Feedback from young people, collected by the pilot, suggests that students feel comfortable and motivated to apply their newly gained skills in their daily life at school, in the street and at home, while teachers have reported a noticeable improvement in the level of respect and communication in the classrooms.

***c) Gender Awareness and Sex Education Programming.*** The “Safety Island” team has mobilized the materials and technical support on gender-awareness and gender-responsive programming provided through the YAR Project in the development of an innovative course for senior students in Stavropol’s schools. The two-week long program takes an innovative approach to sex education by looking at the issue from a gender-aware vantage point. First, students are asked to think about what it means to be a ‘man’ or a ‘woman’ and are engaged in an age-appropriate discussion about ‘gender’ and the powerful role it plays in society. Interactive presentations uncover gender biases in the media and in social relations and are used to discuss how gendered stereotypes influence young people’s behaviour and play a role in the different risk factors faced by young women and young men. The lessons learned in the gender awareness section are then applied to the second half of the program which is focused on sex education. Students are engaged in discussions and provided with information about sex and sexuality, reproductive rights, HIV/AIDS, STDs and prevention, safer sex, pregnancy, and contraception. This integrated program supports young people in making informed decisions about their sexuality and reproductive health while developing an awareness and sensitivity to issues of gender. To date, more than four hundred students in the local community have completed this program and, owing to positive feedback from students and teachers alike, it is expected that it will continue to be offered in schools in the future.

***The Long-Term Sustainability and Expansion of “Safety Island’s” School-Based Preventative Programming.*** The pilot is committed to ensuring the long-term sustainability of their successful range of preventative school-based programming beyond the life span of the YAR Project. They continue to train new teams of volunteers to lead facilitations in schools and have codified their successful programs which are currently being shared with interested stakeholders through the “Children of the South” Juvenile Technologies Centre in Stavropol, run by the YAR pilot project partner, the 7<sup>th</sup> Element. To date, the pilot leaders have proven to be particularly adept at securing outside funding for such programming (see below). Furthermore, the pilot team is currently holding



discussions with the local authorities with the goal of securing stable municipal funding to continue the school-based programming. In fact, the head of the Committee for Social Policy for Stavropol, one of the major decision-makers in this process, has personally supported a potential initiative which would use funds from the city budget to support five teams of youth-facilitators from universities. These teams would not only continue the work currently being done by the “Safety Island” pilot, but in fact develop new programming and expand coverage to include the entire city of Stavropol.

***Empowering Local Youth to Design and Deliver Prevention Programming for their Peers.*** The pilot team has made an effort to ensure that young people are not only involved in programming as the target group, but also as active participants in the design and implementation of prevention activities for their peers. For example, at “The Territory of Youth” camp retreat held between October 13–15, 2007, forty-six local youth, including youth at risk registered with the local KDN, school administrations, and the Centre for Social Support for Family and Youth received training in peer education and strategies for the development of youth-centered prevention services. The camp training was organized by the Safety Island team in cooperation with young professionals and activists from seven local organizations (three local schools, the Center for Students and Extracurricular Activities, the Center for Child Creativity, the Trampoline Centre and the Stavropol Volunteer Movement). On the final day of training, youth participants were given the opportunity to practically apply their newly acquired skills in a competition which challenged them to work in teams and design the best bids for youth-centered prevention projects. The youth who submitted the top three bids, as decided by the youth mentors and participants collectively, were awarded small grants by the pilot, which were used by the young winners to successfully implement their programs in their local communities with the support of the “Safety Island’s” youth volunteers.

The “Territory of Youth” model created by the YAR pilot project team serves as a shining example of what can be accomplished when children are treated as partners and empowered with the confidence, skills, and support to become active participants in the design and implementation of

*“The information and training we received through the YAR project have been critical to the success of all of our programming. It was through the YAR project that we were first exposed to the idea of peer-to-peer education and were able to take part in a peer-to-peer training in Saint Petersburg. Then the YAR project organized a training in Stavropol – a training for trainers – at which we gained certification to train all of the volunteers who work in the region in peer facilitation... We also significantly benefited from materials [presented through the YAR project] on children’s rights and fostering the active participation of children and youth in programming and the community.*

*It is fair to say that the theoretical information that we received through the YAR project has provided the conceptual and methodological basis for our programming and for the development of new projects and trainings outside of the pilot. We use all of these ideas in each of our trainings....We wouldn’t be seeing the level and quality of youth involvement in our region today without the support and ideas brought to us through the YAR project.*

*Another major bonus we gained from participation in the YAR project was the training we received in Results Based Management (RBM). It has turned out to be a very effective tool. We use it in planning and evaluating all of our activities and it certainly has played a role in winning grants for other projects as well. ”*

**Alesia Anisimova,  
leader of the “Safety Island” Pilot Project in Stavropol.**

preventative strategies for themselves and their peers. Many of the youth who participated in the training have not only been individually transformed by the process, but have realized a new found potential and commitment to serve their community. Two of the successful designers were in fact youth registered with the KDN for administrative offenses; they used their personal experiences, the skills gained through the training, and their love of music to develop a special concert which uses music to promote healthy life choices amongst youth. One of the winning bids was developed by a group of students who had previously benefited from the pilot's in-school trainings. They used their experience to design a program called "Youth Alive!" which frankly discusses the dangers of drug, alcohol and tobacco use among youth and encourages teens to say yes to a substance-free and physically active lifestyle. Another winning program called "*Kapitoshka*," submitted by a group of young students, focused on developing and organizing structured leisure activities for peers in their neighborhood to ensure that their free time would be filled with fun and healthy activities instead of anti-social, dangerous and even illegal activities.

***The YAR Project Has Significantly Increased the Professional Capacity of the Pilot Team and its Young Volunteers.*** As a result of the skills and experience gained through their participation in the YAR Project, the young professionals who lead the "Safety Island" pilot have come to be respected in the region as experts in the field of prevention. According to the pilot team, at the very beginning of the project they were perceived by other stakeholders in the region merely as "active youth" or "young girls," but today, governmental and non-governmental agencies alike view them as "experts" and "professionals in their field." YAR capacity-building activities such as child rights and youth participation training, peer-to-peer education and certification, and instruction in Results Based Management (RBM) been instrumental to the pilot's ability to successfully develop and deliver the youth-targeted preventative programming which has captured the attention and admiration of specialists and government representatives in the region. The "Safety Island" team has not only demonstrated remarkable skills in designing and delivering services for youth, but also in conducting academic research at the local university of issues related to youth at risk based on the experience of and data collected through the project. In fact, the pilot project leader, Alesia Anisimova, recently enrolled in a PhD program and intends to write her dissertation on the issue of prevention programming based on the experience of the YAR Pilot Project.

Even the pilot team of volunteer-facilitators has benefited professionally from their commitment to serving youth in their community. Many of them have been offered full-time employment with companies who are impressed by the skill set developed through their work on the project. The pilot has committed itself to empowering other youth volunteer movements in the region by sharing with them the experience, skills and best practices developed through their participation in the YAR Project.

The level of professionalism developed by the pilot team over the course of the project has enabled them to better navigate some of the traditional barriers to reform faced by non-governmental movements in Stavropol region, such as the reluctance of government agencies to work with non-traditional partners or tackle serious issues related to the improvement of youth policy. While the pilot has not been able to secure the local administration's resolute support for all of its ideas or for wide-reaching reform in the area of juvenile justice as a whole, these young professionals have nevertheless managed to establish a healthy working relationship with the authorities, garner municipal financing for various initiatives and, as noted throughout this section, have continued to partner with local officials and institutions in the realization of effective

*"That is what our program is all about - investing in our youth. They are the future of this country and we all have an obligation to do our part to empower and motivate young people with information, experience and training to be the best they can be and succeed in life."*

**Alesia Anisimova**

preventative services for youth in the community. In fact, many of these stakeholders have been so impressed by the success of the “Safety Island” project that they have taken part in professional development trainings led by the pilot team.

***The Pilot’s Young Experts Provide Innovative Youth-Centered Training to Local Specialists, Public Servants, and Volunteer Movements Involved in Working with Youth at Risk.*** The pilot project’s team of young professionals has proven influential in enhancing the capacity of local specialists and public service employees involved with youth at risk to utilize rights-based and youth-centered approaches in their work. Over the course of the project, the young experts have provided professional development training to local representatives from a wide variety of agencies and organizations, including the Centre for Social Support for Family and Youth, the Department for Youth Affairs, the Ministry for Emergencies, the Centre for Students and Extracurricular Activities, the Federal Agency for Drug Control, the Temporary Detention Centre for Youth Offenders of the Federal Corrections Service (FCS), the socio-rehabilitative centre “Doveriye,” and the City Government’s Public Chamber for Youth. Interventions have focused on providing participants with exposure to and training in the preventative juvenile methodologies introduced through the YAR Project and developed by the pilot team. The pilot’s professional development initiatives have ranged from informational sessions on children’s rights, juvenile justice, youth engagement in preventative programming and in the community, and promoting healthy life choices with youth, to intensive trainings for specialists in “peer-to-peer” techniques and the identifying and addressing risk behaviour in young clients. The trainings have served to promote a normative and practical shift in the region’s approach to working with youth at risk. In fact, many of the agencies that have benefited from the pilot’s trainings are currently applying their newly-acquired understanding and skills in their daily work with youth at risk.

Success at the local level has inspired the pilot team to expand its training in effective prevention programming for youth at risk to other communities in Stavropol region. In February 2008, the pilot team delivered an intensive seven-day training to nineteen student volunteers from the department of social work at Georgievsk branch of the Northern Caucasus Technical University on the principles for the design and delivery of prevention programming based on peer-to-peer methodology. The students, who were all in their final years of study and planning on a career working with young people, received certificates which enable them to conduct peer-to-peer prevention and awareness sessions in their own communities. The pilot is committed to providing training in the peer-to-peer methodologies introduced to them through the YAR to other young professionals across the region long into the future.

***Municipal Funding Enables Pilot to Offer Targeted Prevention Camps to Local Youth.*** In July 2008, the “Safety Island” project team held a wilderness summer camp for over sixty local young people, including youth at risk registered with KDN for administrative and minor criminal offences and youth from low income families. Funding for the camp was provided by the municipal administration, while programming was delivered by the YAR pilot project team.

The focus of the wilderness camp was to promote safe behaviour, team work and communication development. Summer wilderness camps had been held by the administration in the past, but this was the first time that targeted programming was offered to participants. With programming available, major positive changes were observed in youth. Based on the camp organizers’ follow-up assessment, youth who participated in the camp were shown to be less likely to engage in risky encounters, displayed improved communication skills and had a more positive attitude in general. Owing to the success of the first camp, the municipal administration has approached the pilot team to organize a similar camp in the summer of 2009.

***Increased Capacity to Secure Public Funding for Prevention Projects Underscores the Sustainability of the YAR Intervention in Stavropol.*** In 2007, the youth movement “Stimulus,” managed by the pilot project team in Stavropol, submitted a winning project proposal to the Public Chamber of Russia. The informational campaign, “Healthy Living is the Choice of Youth,” received funding in the amount of 8,000 CDN for project implementation. The project successful bid was largely based on the team’s experience in managing the “Safety Island” YAR pilot project. The set of skills gained by the pilot team through YAR Project capacity-building activities such as training in Results Based Management (RBM), peer-education, workshop design and rights-based approaches to preventative programming played a major role in “Stimulus” ability to put together a winning bid. The capability of the pilot team to secure outside funding for such programming highlights the sustainability of the youth-centered prevention principles and methodologies promoted through the YAR Project in Stavropol region.

***B) The “7th Element” Pilot Project and Its “Children of the South” Centre for the Development of Juvenile Methodologies.***

Over the course of the project, the “7<sup>th</sup> Element” pilot project team based out of Stavropol has played a major role in developing, delivering and training professionals and youth volunteers alike in rights-based juvenile methodologies which are improving the situation of and services available to youth at risk in both urban and rural communities across the Southern Federal District of the Russian Federation (SFD RF). The dedicated pilot team and its well-respected leader, Valery Mitrofanenko, have worked tirelessly to promote a greater awareness and understanding of youth at risk issues in the issue and unite governmental, non-governmental, youth activists, volunteer movements and other non-traditional community players in a coordinated effort to develop better preventative and support services for young people in need across the region. The technical support provided through YAR Project in areas such as child rights, youth participation, peer education, workshop design, and multi-sectoral community consultations have enabled the pilot to significantly advance the regional capacity to develop preventative and rehabilitative services for young people at risk and in need. The major success of the pilot achieved to date can be summarized as follows:

***The Establishment of the “Children of the South” Centre.*** The pilot project team has succeeded in establishing the first and only institute in the region dedicated to the design of rights-based methodologies for working with youth at risk. Since its inception on May 28, 2007, the “Children of the South” Centre for the Development of Juvenile Justice Methodologies, established as a part of the Northern Caucasus State Technical University in Stavropol, has come to be recognized and respected in the region as the leading authority on youth at risk issues. The Centre has played a pivotal role in building multi-sectoral partnerships and improving the capacity and commitment of regional stakeholders at all levels to better address the needs of youth at risk through advocacy and the design and dissemination of innovative juvenile methodologies informed by local experience as well as by the international and Canadian best practices in the field of prevention and juvenile justice promoted through the YAR Project.

Over the course of the Project, the pilot has succeeded in supporting the development of a viable network of organizations, professionals, and youth volunteers throughout the SFD committed to working with youth at risk and trained in the delivery of effective and inclusive preventative and rehabilitative programming and strategies developed by the Centre. As well as directly working with youth, the Centre’s network of trained specialists is also intimately involved in the promotion of youth at risk issues and the dissemination of pilot-developed methodologies to relevant government agencies and professionals involved in working with youth throughout the region.



In addition to working closely with existing governmental and non-governmental organizations in the region, the pilot, which is managed by the Stavropol regional office of the No to Alcoholism and Drug Addiction (NAN) Foundation, has galvanized the youth volunteer movement and encouraged the expansion of the NAN network throughout the region, contributing to the accelerated dissemination of juvenile methodologies and youth at risk programming developed as part of the YAR Project. In just a few years, the Centre has managed to provide training in juvenile methodologies and the delivery of preventative programming to several hundreds of young volunteers across the South of Russia. Many of these dedicated young people, including youth at risk and students in fields such as social work, psychology and law, have made a long-term commitment to community service and are currently using the training they received through the Centre to develop their own youth-orientated initiatives, as well as provide support for and deliver programming to their peers. Over the course of the pilot project implementation, the NAN network in the SFD has grown to become the largest in Russia with over twenty branches. The pilot project leader, Mr. Mitrofanenko, who also happens to be the head of NAN for the SFD, assigns a large part of the credit for this expansion to the success of the Centre and the methodologies and programming developed through the YAR pilot.

***The Development of Innovative Juvenile Methodologies and Programming.*** The Centre has designed a series of effective juvenile methodologies and programs for working with young people which are significantly improving the capacity of regional stakeholders to better address the needs of youth at risk. The Centre's trainings provide recipients with a better understanding of and instruction in a wide range of youth at risk relevant issues and programming strategies. Some of the "Children of the South"-developed methodologies and programs which are currently being disseminated and delivered throughout the region by the pilot and its network of partners include:<sup>48</sup>

- *Inclusive Education Training Reform in the School System and Strategies for Implementation* delivered to education officials and providers with the goal of promoting inclusive education reform within the school system based on a developmental approach to the learning needs of each student, with particular attention given to those children who have traditionally been vulnerable to stigmatization, marginalization and even exclusion from the classroom because of learning, behavioral, psychical or other disabilities. The seminar likewise presents arguments against the still relatively common practice in Russian schools of placing students in ranked and 'corrective' classes according to their grades and behaviour.
- *Tolerance Training* is a course presented to youth at risk and school students both by pilot project teams and pilot-trained peer facilitators aimed at promoting tolerance, respect, and dialogue between youth of different ethnic and religious backgrounds.
- *Training in the Convention on the Rights of the Child and Youth Participation* for both youth and adults.<sup>49</sup>

<sup>48</sup> For details on programs delivered to custodial youth in Georgievsk colony through the "7<sup>th</sup> Element" pilot please refer to the Corrections section of this publication.

<sup>49</sup> A university-level textbook on Child Rights and the UNCRC, which was awarded a golden medal at the 2008 Russia Education Week, was developed and published, in November 2007, as a result of a joint initiative between the "7<sup>th</sup> Element" YAR project partner in Dagestan, Professor Patimat Omarova, and UNICEF. In addition to her contacts with the pilot, Professor Omarova was a direct beneficiary of YAR Project capacity-building activities including training in Child Rights and Youth Participation during a study tour to Canada in 2006. Ms. Omarova has consistently attributed her increased capacity in the area of child rights and youth participation to trainings given by Canadian experts through the YAR project. In fact, the textbook uses YAR partner – International Institute for Child Rights and Development – methodologies in applying UN CRC principles in training youth experts which were shared with Omarova through the YAR Project. The content of the university text was also informed by the YAR Project Advisor Piotr Dutkiewicz who acted as a consultant to the manual. The text is currently being used in two faculties at the Dagestan State Pedagogical University for a course dedicated to children's rights protection and has also been promoted through the "Children of the South" Centre. It is expected that the course will be soon replicated in other regions of Russia.

- *Healthy Lifestyle Programming* developed for young people and delivered in cooperation with the “Safety Island” pilot team.
- *How to Successfully Organize a Volunteer Movement* a training seminar targeted at providing practical support and encouragement to socially-active youth and former youth at risk.
- *Preventing Drug Use Among Youth and Rehabilitation of Substance-Abusing Youth Using the 12 Step Program* two seminars delivered to various interested stakeholders in the region in cooperation with two of the Centre’s partners, the NGO “Vybor,” which is dedicated to working with drug and alcohol addicted youth and “The Way Home” Rehabilitation Centre for Addictions.
- *Training and Certification in Peer-Education Methodology* for youth activists and youth at risk in cooperation with the “Safety Island” pilot team.
- *Working with Custodial Youth* a course developed for youth volunteer and non-governmental organizations by the Centre’s “Legal Clinic” partner which is currently working in Georgievsk Colony.
- *Establishing Legal Clinics and Rights Education Programming in Schools and Universities* another course developed by the “Legal Clinic” group based on experience gained through the project.
- *Working with HIV-Positive Youth* a professional development seminar delivered to regional service providers by the Centre’s partner “Clinic Friendly to Youth,” which coaches participants in strategies to better ensure that their facilities and services are more accessible to and inclusive of the specific needs of youth living with HIV.
- *The Development of Youth-Friendly Clinics* an informational seminar based on the experience of two of the pilot’s partners, the aforementioned “Clinic Friendly to Youth” and the “Little Mama” support service for pregnant teens and young moms based out of Stavropol. The seminar likewise draws on experiences from the international movement to create non-traditional outreach clinics and volunteer movement which are more responsive to the health needs and risks of young people.
- *How to Effectively Involve Families in the Provision of Services to Vulnerable Youth* professional development training delivered to social service providers and rehabilitation centres in the region.
- *Fostering Interdepartmental Cooperation in Support of Better Programming for Youth at School* workshop run for to principals of schools across the region on the basis of Canadian Community Consultation methodology presented through the YAR Project.
- *Course on Juvenile Methodologies* which is offered to students and regional stakeholders through the Northern Caucasus State Technical University and provides participants with a theoretical and practical overview of the technologies and programs developed by the Centre and its partners.

***Training in Juvenile Technologies at the Annual International Volunteer Convention in Arkhyz.***

Since the establishment of the YAR 7<sup>th</sup> Element pilot project, training in rights-based preventative strategies and methodologies for working with youth at risk have become a major focus of the annual “Dobrograd” volunteer convention. Each year, the event, which is held in the picturesque village of Arkhyz in the mountainous Republic of Karachai-Cherkessia, attracts several hundreds of representatives from civil society organizations and volunteers movements from across Russia and the Commonwealth of Independent States (CIS) who gather to share their experiences and take part in professional and organizational development trainings. The 7<sup>th</sup> Element pilot project leader, Valery Mitrofanenko, who also happens to be the founder and lead organizer of the “Dobrograd” convention, has used the popularity of the event to further publicize the work being done by the “Children of the South” Juvenile Technologies Centre, establish and strengthen inter-regional



partnerships, and provide participants with training in selected methodologies and programs for working with youth at risk developed through the YAR Project.

Over the past several years, conference-goers have benefited from information on and trainings in a multitude of areas, including: peer education, using former youth at risk as peer facilitators for prevention programming, child rights education, improving the organization of youth volunteer movements, promoting interethnic tolerance amongst youth; supporting youth participation in the community; establishing youth-friendly clinics; the responsible representation of youth at risk issues in the media; delivering communication and conflict resolution training for children; and the use of film and alternative media in prevention programming for youth. “Dobrograd” participants also have the opportunity to learn more about the innovative pilot course in juvenile technologies, developed by the Centre and currently being taught through the Humanities Department of the Northern Caucasus State Technical University.

The “7<sup>th</sup> Element” project has been keen to maximize the involvement of project partners at the event and support the further development of youth activism in volunteer movements. Representatives from the YAR “Safety Island” project, the local “Legal Clinic,” and the “Generation LEX” movement, which is an official partner of the YAR Rostov pilot project, have all been involved in delivery of trainings at “Dobrograd” conferences. For the past several years, the leaders of “Safety Island” have led a series of professional development trainings for groups of youth activists in a number of areas critical to building their professional capacity to work with young people and youth at risk and design effective prevention programming, including: peer education, strategies for encouraging child and youth participation in the community, peer mediation in schools, and the development of rights-based, youth-centred and gender-responsive prevention programming. The pilot team also uses the trainings as an opportunity to provide participants with CIDA materials on peer mediation and youth participation translated into Russian. Similarly, representatives from the “Legal Clinic,” a student-led partner organization of the 7<sup>th</sup> Element pilot project that has been involved in providing legal assistance and rights training to custodial youth at Georgievsk colony, use the event as a platform to build partnerships and share the knowledge and skills gained through their involvement in the project with other socially-active youth across the country. At the conference held in May 2008, representatives from the Rostov-based Generation LEX led a training seminar in youth-facilitated mediation and conflict resolution.

***Empowering Youth at Risk to Improve the Lives of their Peers as Facilitators of Prevention Programming.*** The “Children of the South” Centre has committed itself to supporting the development of targeted and inclusive programming for vulnerable and marginalized youth based on local know-how and the best practices and training brought to them through the YAR Project. The pilot and its network of partners are continually engaged in bringing rights-based, gender-responsive and youth-oriented programming to youth at risk in schools, special educational centers, orphanages, closed-custody facilities, shelters, and rehabilitations centres throughout the region.

One of the most impressive achievements in this regard has been the pilot’s focus on incorporating youth at risk into the delivery of prevention programming to their peers. For example, the pilot has succeeded in empowering a group of fourteen orphans from Stavropol and the Republic Karachai-Cherkessia to act as peer facilitators to youth at risk throughout the region by providing them with training in peer-education techniques and organizational support. In July 2008, the pilot designed and organized an intensive two week long training camp for this group of special youth volunteers in Dagestan, called “We Are For Peace,” where they actively participated in a series of core trainings which prepared them to deliver preventative programming to other youth using peer-education methodology. The trainings delivered to the orphan youth were developed by the pilot leader, Valeri Mitrofanenko, on the basis of knowledge and skills gained through participation in YAR capacity-

building activities and study visit to Canada. This team of trained peer facilitators has already started to offer preventative programming to youth at risk in the region using the skills gained through participation in the camp. The team's first training, which focused on fostering interethnic and religious tolerance amongst youth, was delivered during the summer of to a group of over thirty peers at an orphanage in the multiethnic city of Cherkessk. The session was so successful that the pilot managed to secure an agreement with regional and local authorities on behalf of the youth facilitators to begin offering similar trainings in orphanages across the Republic of Karachai-Cherkessia and even expand programming to target schoolchildren throughout the entire city of Cherkessk. The pilot leader has also negotiated with the Minister of Education for Stavropol Krai for the team to begin delivering peer-mediated preventative trainings in orphanages and schools across the region on a variety of issues. The administration of Orphanage No. 1 in the Republic of Adygea likewise gave its consent to the team's trainings.

The pilot has also been able to reach out to children living in orphanages through its partnership with a unique NGO in the region established and run by former orphans. The "April" Association specializes in working with orphaned children and youth and has committed itself to the dissemination of juvenile methodologies developed by the pilot's "Children of the South" Centre to staff and children in the region's orphanages. The pilot has also supported the Association in the development of successful bids for government and private sector grants which have enabled them to continue to fund their important work with some of the region's most vulnerable children.

The "Children of the South" Centre has also focused on promoting the greater involvement of youth at risk in socially meaningful projects by bringing its seminars on child rights, youth participation and the organization of volunteer movements into the so-called "special schools for delinquent children" and youth shelters across the region. Through trainings with the children the pilot has also been able to establish constructive working relations with the staff and administration of these schools and offer them training in the juvenile methodologies developed through the Centre. In the summer of 2008, the pilot began negotiating the possibility of establishing a special outreach and rehabilitative camp for the region's youth at risk in the Republic of Adygea.

***A Commitment to Multi-Sectoral Engagement in the Provision of Preventative Services to Youth.***

The "Children of the South" Centre was built upon a clear recognition that the provision of effective and sustainable programming and services responsive to the needs of local youth is dependent on the committed cooperation and coordination of multi-sectoral actors from across the region. As such, the pilot project team structured the Centre to function as a Social Partnership between itself and various relevant governmental and non-governmental agencies, municipal administrations, academic institutions, and youth volunteer movements across the Southern Federal District of Russia.

Despite the occasional set-back or change in leadership at the local and regional level, the pilot and its network of implementing organizations have managed to overcome many of the traditional barriers faced by civil society when attempting to develop functional relationships and coordinate activities with the authorities. Over the course of the project the Centre has succeeded in establishing prosperous working partnerships with municipal authorities across the region and many of the key government bodies relevant to the provision of preventative and rehabilitative services for young people and youth at risk, including: The Ministries of Labour and Social Protection and the Ministries of Education in Stavropol Krai and the Republic of Karachai-Cherkessia, the Ministry of Culture in Stavropol Krai, the Stavropol Division of the FCS, and the Administration of Georgievsk Youth Colony. In addition to holding private meetings and trainings with public service officials and employees, the pilot has organized large-scale conventions, such as the week-long "Juvenile Technologies" professional development seminar held in Arkhyz in May 2007, which brought

together a diverse governmental and non-governmental representatives from across the SFD RF to learn about strategies for working with and supporting children and youth at risk.

The YAR Project has supported the pilot's continued efforts to build and strengthen multi-sectoral partnerships throughout the region through the introduction of methodologies such as the successful Canadian model of "Community Justice Consultations" in Stavropol region in December 2007. The consultations, led by Robert Lutes, a senior advisor to the YAR Project and former "community consultation" facilitator for the RCMP, proved to be a major success. The pilot has significantly increased its capacity to conduct interdepartmental coordination sessions with existing and potential partners from both the governmental and non-governmental sectors which is ultimately leading to the improvement of accessibility, quality and sustainability of services available to youth at risk across the region.

***An Innovative Canadian Rehabilitative Model for Youth at Risk and Young Offenders Presented Through the YAR Project Sparks Great Interest in the Southern Federal District of Russia.*** Thanks to the YAR Project, partners in the Southern Federal District of Russia are considering the possibility of developing rehabilitative programming for youth at risk and those who have already come into conflict with the law based on the successful model developed by Canada's Project D.A.R.E.

For over thirty years, the **D**evelopment through **A**dventure, **R**esponsibility and **E**ducation Project has worked under contract with the Government of Ontario to provide a unique and highly respected open-custody residential program for Ontario's young offenders. The program was developed as a meaningful alternative to closed custody for juvenile offenders in the province. Through intensive group-based experiential education and wilderness adventure programming, youth learn to develop the pro-social attitudes and skills necessary to function as responsible, accountable, law-abiding citizens. The program is organized around the promotion of five core values - Responsibility, Effort, Attitude, Community, Honour, and continuously challenges students through four inter-related and integrated activity components - wilderness expedition, challenge activities, community service and school. Youth are referred to the program by their probation officer with placements usually varying from one to six months. Project D.A.R.E. also runs a therapeutic adventure residential program for youth at risk who have not come into direct conflict with the law but who display a wide range of difficult to manage anti-social behaviours and are referred to the program by social services as part of their rehabilitation plan.

YAR's Russian partners first gained exposure to this innovative programming for juvenile offenders and youth at risk during the 2007 study tour to Canada on Alternatives to Custody, Rehabilitation Programs and the Juvenile Justice System. It was during this trip that YAR pilot project leaders and stakeholders had the opportunity to visit the Project D.A.R.E. facilities and participate in some of their programs. It was this first hand experience, accompanied by detailed translated materials about Project D.A.R.E., provided through the YAR Project, which inspired "7<sup>th</sup> Element" pilot project leader, Valery Mitrofanenko, to broker the idea of establishing a similar service for youth at risk with partners in the Southern Federal District of Russia.

Currently, the pilot project is engaged in serious discussions with Stavropol Krai Automobile Federation, a long-standing partner of the pilot engaged in promoting pro-social active lifestyle programming with youth at risk and young offenders, and the "Centre for Extreme Recreation," located in the Republic of Karachai-Cherkessia and run by the highly successful and motivated "Citizen's Strategy" youth movement, about using the Canadian model and their own local experience to develop a therapeutic extreme sport and wilderness adventure rehabilitation centre for youth at risk in the region. Mr. Mitrofanenko has committed himself to promoting this important initiative throughout the region and to stakeholders throughout the country.

*“Thanks to our participation in the YAR project we were able to establish the “Children of the South” Centre which has become the authority in the region for juvenile methodologies and programs for youth at risk....Of course, the prestige of working with Canada has played a role in drawing attention to what we are doing, but the most important factor for success, beyond a doubt, has been the exposure to Canadian models and programs for working with juveniles and the seminars with Canadian experts that we have gained through this partnership [with YAR]. We have taken all of this information and have used it to improve and create new methodologies and programs for working with children and youth here [in Russia].*

*When we established the “Children of the South” Centre our goal was to develop a cadre of about three hundred specialists throughout the South of Russia trained to work with children and youth at risk according to the juvenile methodologies we were developing. Well, we have succeeded in doing this and in fact have done much more....Our Centre has spurred the development of the third sector in the region and in particular those organizations and people committed to working with YAR....Simply put, our success has been based on two factors – people and technology (i.e. methodologies for working with YAR), and the sustainability of the project’s achievements will likewise be driven by these factors. Once we have provided these people with their first exposure to and training in these technologies they begin to develop on their own – they create new organizations and volunteer movements and develop new programs, which in turn inspire others to do the same. This is truly an amazing result.”*

**Valery Mitrofanenko, leader of the 7<sup>th</sup> Element pilot project and Juvenile Justice champion.**

Participants at 2009 “Dobrograd” will benefit from exposure to a new training seminar called “Rehabilitation through Extreme Sport,” developed by the pilot. The seminar will provide participants with exposure to the programming developed by Ontario’s Project D.A.R.E and explore the potential of working with youth at risk and young offenders in Russia using therapeutic adventure and wilderness rehabilitation on the basis of existing local know-how and capacity.

***Reaching Out to Specialists and Youth Through the Region’s Libraries.*** In November 2007, the pilot succeeded in establishing a Youth at Risk Resource Centre at the Stavropol Krai Children’s Library. The Resource Centre, which was designed to provide service providers, researchers, and other interested stakeholders with convenient access to the wealth of information and resources related to youth at risk issues, has been met with great enthusiasm. The Resource Centre has already amassed an impressive collection of well over 1,500 resources (books, journals, DVDs, resource manuals, DVDs, visual aids, etc...) and acquisitions continue to grow. Included in the collection are all of the methodologies and programs developed by the “Children of the South” Centre and its partner organization as well as the multitude of Russian language resources pertaining to Canadian models and best practices in the sphere of juvenile justice developed and disseminated through the YAR Project. The Resource Centre has received support and recognition from the Ministry of Culture and the Ministry of Education and there is currently a discussion about developing branches of the Resource Centre in several libraries across the region. The pilot was also granted permission to create a youth outreach discussion group run out of the Stavropol Krai Children’s Library which is currently providing support and consultation to youth at risk in the region.

In an effort to provide greater accessibility to information and support for both youth and specialists throughout the SFD, the pilot has negotiated the establishment of several branches of “Consultative and Informational Juvenile Technology Centres” in regions with established NAN branches. In the largely rural Budyonovskii district of Stavropol Krai, the local NAN partner has established a Centre and is currently in the process of organizing mini libraries in all of the region’s schools



and youth centres. These mini libraries will ensure that rural youth have equal access to all of the resources produced by the pilot and its partners, including critical information on child rights, prevention programs, and youth empowerment.

***The Pilot Project's Leader and Centre Receive National and International Recognition and Funding.*** In 2007, in recognition of his lifetime commitment to and experience working with children and youth at risk, the “7<sup>th</sup> Element” pilot project leader, Valery Mitrofanenko, was appointed by UNICEF as their consultant for three territories in the Northern Caucasus region, namely Stavropol Krai and the Republics of Karachai-Cherkessia and Adygea. Coordination with UNICEF has enabled Mr. Mitrofanenko to further publicize the success of “Children of the South” Centre, strengthen multi-sectoral partnerships throughout the region, and garner support for the long-term sustainability of programming developed through the YAR Project.

Furthermore, the increased capacity of the “Children of the South” Centre and its network of partners to develop and deliver cohesive and holistic youth programming has resulted in a number of successful bids for public funding and private funding. In both 2007 and 2008, the pilot assisted its regional network of partners in developing more than a dozen winning proposals for Russian Public Chamber Grants based largely on the RBM skills, juvenile methodologies and youth at risk programming developed under the auspices of the YAR Project. In 2008 alone grants from the Public Chamber contributed \$139,500 CDN in financial support for projects being realized by the Centre and its partners. In addition to funding from the Public Chamber, the pilot reports that in 2008 its network of NGOs has attracted an additional \$125,000 CDN in support from a diverse range of donors. With an impressive track record for securing outside funding for youth at risk projects and another fifteen bids submitted to the 2009 round of the Presidential Grant Competition, the Centre and its network of organizations have come a long way in ensuring the longer-term financial sustainability of programming developed through the YAR Project in the region.

## **II. Focus on Moscow Oblast: Empowering Youth at Risk to Succeed in the Labour Market.**

The YAR Employment pilot project in Mozhaisk has proven itself to be very successful in preventing youth at risk in the community from coming into conflict with the law or committing a repeat offence by providing them with the specialized support and guidance they need to succeed in the labor market.

As in any other country, unemployment amongst youth at risk is one of the major risk factors contributing to youth crime and recidivism rates in Russia. Left without a legitimate source of personal income and plenty of unstructured time on their hands young people are at a much higher risk of becoming involved in high risk and criminal activities. Finding and keeping a job can be a difficult task for any young person, but for youth at risk, who often face specific cognitive behavioural, social, educational, societal, and economic barriers, the challenge of finding their way in the career world without targeted support can feel next to impossible. Youth at risk often lack the basic skills needed to find a job and are usually less informed than their peers about the options available to them. Furthermore, young people registered with the KDN or corrections authorities are often subject to discrimination by potential employers, disadvantaged by the societal stigma attached to a previous conviction or unjustly labeled as the “bad kids” in the neighbourhood. All of these factors present themselves as serious obstacles to youth at risk in the employment sector, nevertheless, limited attention and resources have been directed towards developing and offering service designed specifically to address the needs of these marginalized youth.

### **Key Results of the Moscow Oblast Pilot in the Sphere of Prevention**

- The development of a highly successful and replicable youth at risk employment service model on the basis of a partnership between government, civil society, and private sector actors.
- The long-term sustainability of the model has been assured with the regional Employment Services Agency taking on ownership of the model.
- The expansion of the YAR employment services model into closed-custody facilities for both youth and adults, as well as into two other municipalities in the region.
- The model is currently being studied by policymakers and specialists for replication in other regions of the country.

The YAR pilot project in Mozhaïsk led by the Moscow Oblast Employment Service Agency has committed itself to addressing this service gap, ensuring that youth at risk and young offenders are provided with the on-going support and guidance to gain sustainable employment. Before the YAR Project's intervention, the agency, just as in all other regions across the country, offered job support services to young people in the community, however, programming failed to take into account the specific needs and risks of youth at risk. In order to address challenges facing youth at risk, the Employment Service Agency of Moscow region set out a goal to develop a number of services specifically designed to target the issues and needs of most disadvantaged youth in the community which would assist them to successfully integrate into the labour market. This new brand of employment service, which distinctly focused on youth at risk, has proven to be highly successful, and, as such, has become a model which is drawing the attention of practitioners from other regions.

***Assessing the Risks and Needs of Local Youth to Ensure the Greater Efficacy of Pilot and Municipal Services.*** As a first step in the development of the pilot, the project team designed and carried out an anonymous survey of 1,500 youth at risk in the town of Mozhaïsk and surrounding region which aimed to identify the major risk factors confronting them in their daily lives as well as barriers faced in the sphere of employment. The survey results were then used in the design of targeted employment support services for youth at risk to ensure that they better addressed the major issues and concerns facing them.

Furthermore, the survey results were mobilized by the pilot team to promote youth-centred policy changes at the regional level. The survey identified significant inefficiencies in the existing set of services provided to youth by municipal housing, educational and social support agencies as well as serious gaps in service coverage and coordination. A draft municipal program which addresses the issues identified in the survey was developed by the pilot and used to successfully lobby the municipal administration of Mozhaïsk to adopt legislation aimed at improving the level of coordination between municipal agencies working with youth and the quality of services offered by them, include a separate chapter on youth issues in its annual municipal development program, and make the necessary changes to its overall youth strategy.

Indeed, the pilot has capitalized on its status as a government agency to forge closer partnerships and coordination between municipal authorities, social service and corrections agencies, non-governmental organizations and youth movements in the region in order to improve the nature and quality of services offered to youth at risk in the community. The close connections developed with regional stakeholders have likewise assured the greater accessibility of the pilot's own employment



services programming to those in need, with young people at risk in the community being referred to the pilot through various partners including the local KDN, schools, regional social services agencies, the minor's affairs division of the local police, and the CIS.

***The Establishment of the “New Start” Career Services Club for Youth at Risk.*** In December 2006, the pilot team opened an innovative career services club, housed in the Moscow Oblast Employment Services Agency's “TAIR” job training centre, designed specifically to meet the needs of youth at risk in Mozhaisk region. The “New Start” club, established as a permanent division of the career centre, provides free and equally accessible employment support to female and male youth at risk that assists them in developing the skills and confidence necessary to succeed in the career world. Support services offered through the club range from individual career counselling and professional orientation assessments to group informational and training seminars. The club's seminars provide young people with information on and training in a range of areas critical to finding and keeping suitable employment, including: effective resume writing and building; job search; interview skills; labour market orientation; understanding the rights and responsibilities of employees and employers under Russian law; adapting to the workplace collective; and small business development. The club also holds frequent roundtables with youth at risk and local employers from both the private and public sector that are interested in offering jobs to these young people, as well as organizing special out-of-town excursions for youth at risk to employment-related events, such as the annual “21<sup>st</sup> Century International Education and Career Exposition,” held in Moscow. Pilot team members and volunteers likewise provide support to youth in acquiring documentation necessary for obtaining employment. In 2007, the pilot reached an agreement with the FCS to open divisions of the successful “New Start” club in the region's Mozhaisk and Ishanskaya youth colonies.<sup>50</sup> These in-colony services have proven to be particularly effective in helping custodial youth to better prepare for their reintegration into the labour market and in preventing recidivism following their release.

***Improving the Quality of and Equal Access to Services through the Application of Canadian Models and Best-Practices.*** The pilot has taken advantage of the Canadian materials and models introduced to them through the YAR Project to improve the quality and coordination of services offered to youth in the community. The “Canadian Employment Program for Youth at Risk” tool kit, compiled by Canadian expert Marnie Marley, has directly contributed to the development of effective training sessions for youth at the “New Start” club. The “youth social ecology model,” introduced to the pilot leader during a Project-supported training, has been used to map the interconnectivity of places and social networks both negatively and positively affecting youth at risk and to improve the overall coordination of local services for the benefit of marginalized youth in the community. Furthermore, on-going consultations with the Project's Russian Gender Expert, Maria Kotovskaya, have supported the pilot in developing effective gender-responsive employment services which both ensure equal access and opportunities for female and male participants and take into account the different needs of and challenges facing young women and young men in the labour market.

***Targeted Career Fairs are Empowering Youth at Risk to Succeed.*** The pilot has proved influential in organizing career fairs specifically aimed at youth at risk. These exhibitions, held at least twice a year, are large-scale events drawing together interested employers and representatives from NGOs, schools, technical colleges and universities from around the region. At these events, youth at risk are inspired to seriously think about their employment and educational perspectives. Youth are exposed to a wide variety of professions and educational/technical training programs. They are introduced

<sup>50</sup> For a detailed discussion of the services offered to custodial and post-custodial youth through the Moscow Oblast Employment Services pilot please refer to the Corrections and Post-Custody sections of this publication.

to local employers willing to offer them employment. The fairs come to life with interactive presentations from female and male role-model/professionals working in industries as diverse as design, publishing, health and beauty, fashion, culinary arts, nursing, music, teaching, office management, agriculture, carpentry, accounting and floral arts. These events have also attracted significant local media attention to the issue of youth at risk, and the pilot has successfully used this coverage to rally volunteers to its cause as well as openly discuss the problem of societal stigma and discrimination faced by youth at risk and those with criminal records. In 2007, the pilot reached an agreement to begin offering similar career fairs to young offenders in the region's correctional facilities. The innovative "in-custody job fair" model has been so successful for custodial youth in Moscow Oblast that the pilot has begun to offer assistance to colonies in other regions of Russia that want to set up similar programs for youth in their facilities.

Over the course of the Project, the Moscow Oblast employment pilot has succeeded in significantly improving the lives of youth at risk in Mozhaisk. The pilot's various initiatives have empowered local youth at risk with the knowledge to make an informed choice about their future and has provided them with the targeted support and training necessary to build the confidence and skills they require to succeed in their chosen career path. Many of the pilot's young clients have secured employment or placement in an educational program as a direct result of contacts made through the "New Start" club, career fairs, and other project initiatives, while others have benefited from the support and practical strategies presented to them through the pilot to find employment on their own.

***The Long-Term Sustainability of the YAR Employment Services Model is Assured.*** The pilot team is assured of the long-term sustainability of the employment services model developed specifically for youth at risk through the YAR Project. The Moscow Oblast Employment Services Agency has already taken on ownership of the model, expanding the delivery of specialized services to two other municipalities in the region, the Dmitrovskii and Electrostal districts of Moscow Oblast, as well as continuing to offer support to youth serving sentences in and released from correctional facilities in Moscow Oblast. The local employment service is also using the lessons learned from the pilot to develop similar targeted employment support for adult offenders in the region. Thus far, career centres have been opened in three of Moscow Oblast's penal colonies for adults, including the facility for women.

***The Replication of the Model in Other Regions of Russia.*** Officials from Employment Services have expressed a belief that the model developed through the YAR Project will be replicated in other regions of the country. Indeed, the pilot's success has been recognized by specialists working with youth at risk in other parts of Russia, many of which have traveled to region to study the specialized services developed by the pilot team. Thanks to support from the project, pilot leaders and stakeholders from Chuvashia and Marii El had the opportunity to meet with Moscow Employment Services to gain a first-hand understanding of the working model developed in the region and to establish a strong partnership for the further exchange of information. The pilot team in Chuvashia has capitalized on this experience to develop and improve career support services for youth at risk and post-custodial youth in Cheboksary. To date, the Chuvashia pilot has focused on fostering closer partnerships with employment support providers in the region, offering free career counseling to youth in need through its NAN headquarters, and developing informational brochures which inform youth about the employment resources available to them in the community. The pilot team in Chuvashia is likewise discussing the possibility with local corrections officials and the Novotroitskaya colony administration of replicating the Moscow Oblast model of organizing career fairs and job counseling for youth in custody.

### III. A Focus on Rostov: The YAR Project Enables the Pioneering Region to Develop Beyond its Original Focus on Judicial Measures into Critical Spheres such as Prevention.

As a result of YAR Project initiatives, the pilot project in Rostov has been able to develop a more holistic model of juvenile justice that focuses not only on the development of specialized youth courts, but also on areas such as early prevention and child rights awareness.

#### Results of the Rostov Pilot in the Area of Prevention

- The improvement and diversification of the regional juvenile justice model through introduction of capacity-building measures which focus on training stakeholders in the importance and development of early prevention strategies.
- The establishment of the first ever Russian language website devoted to informing children about their rights, which will provide children and youth throughout the country with access to information concerning their rights under Russian and international law and resources regarding youth activism, leading a pro-social and healthy lifestyle, gender issues, and social responsibility in a child-friendly format and language.

***Increasing the Capacity of Local Prevention Strategies.*** According to the pilot project team, resources on Canadian models of support for youth at risk and trainings in child rights protection provided through the YAR Project have been invaluable in the design of professional development seminars for the region's specialists and service providers involved in the sphere of prevention. The pilot's on-going trainings have significantly increased the capacity of regional specialists to develop and implement preventative services for young people and have broadened the focus of juvenile justice development in the region to include more of an emphasis on early intervention and preventative initiatives.

For example, at one of the Russian Academy of Justice's most recent conferences, "The Prevention of Domestic Abuse and Work with Youth at Risk," regional representatives from academia, the government social service network, the education ministry, civil society organizations and the judicial system presented various papers which stressed the common perspective of focusing more resources and energy towards the development of early prevention strategies within the context of Rostov's juvenile justice reform agenda. Participants highlighted the importance of working more closely with the Ministry of Education and local schools to develop better preventative programming for young people in Rostov Oblast, and the YAR Project has supported the region in realizing this goal. In September 2008, the Canadian model of peer mediation was introduced in a pilot school in the city of Rostov with the support of the Ministry of Education in Rostov Oblast (See the "The Development of the YAR Prevention Tool" text box in this section). Furthermore, the Rostov pilot team leader, Elena Vorovona, has spearheaded a regional legislative initiative to improve the capacity and responsibility of schools in Rostov Oblast to prevent, detect, and stop domestic abuse against children.

The YAR Project has also provided opportunities for the pioneering "Generation LEX" youth movement to participate in project capacity-building activities. The "Generation LEX" movement, started by a group of innovative students at the Rostov Branch of the Russian Academy of Justice (RAJ) in 2003, has dedicated its efforts to advocating for rights-based reform of the judicial system in relation to youth and training in methods of restorative justice. Through YAR, the "Generation LEX" team has been able to develop productive partnerships with other youth-driven volunteer

groups, such the YAR Project's "Safety Island" pilot team, with whom they have delivered joint trainings to a diverse range of stakeholders on mediation methodology as an alternative dispute resolution technique.

***The Establishment of the First Child-Friendly Russian Language Website on Children's Rights.***

The YAR Project is supporting the establishment of the first ever Russian language website devoted to informing children about their rights. The "Child Rights – These are Your Rights!" site is being developed as a part of the Rostov pilot's Juvenile Justice Portal and is based on the input and direction provide by young people themselves.<sup>51</sup> This innovative site will provide children and youth throughout the country with access to information concerning their rights under Russian and international law and resources regarding youth activism, leading a pro-social and healthy lifestyle, gender issues, and social responsibility in a child-friendly format and language.

Furthermore, the site will provide young people with free and confidential access to legal support from qualified experts in child rights and juvenile justice at the click of the mouse. Children from across the country will be able to click on the "ask an expert" section of the site and receive answers to their questions and concerns from a qualified legal professional trained in working with young people. The site will also feature a special section which will provide young people with contacts for governmental and non-governmental organizations in their community that they can turn to for help.

The website is not only being designed for young people, but by them as well, reflecting the best-practices of youth-centered programming and youth participation promoted to the Russian partners through the YAR Project. Every effort has been made to involve, consult and empower youth and children in the development of the website.

The youth and children of Rostov will be working together to develop the content of the site. A group of young students from the Russian Academy of Justice in Rostov, who are specializing in the field of juvenile justice, have dedicated their time to 'translating' existing information on child rights and juvenile justice from its current 'legalese' into a language and format which is accessible for a younger audience. The pilot is currently in the process of coordinating a series of consultative discussions with schoolchildren in Rostov. These consultations will be used to assess the quality and clarity of the material produced by the RAJ students and take into account the children's views about what other types of information and resources they would like to see on the new website. The feedback from these sessions will be

*"This site will provide an answer for what has been up until now a serious deficit in Russian language sites geared to children that teach them about their rights and provide them with useful information and answers to their most pressing questions. The problem up until now has been that when young people search for something like 'child rights' in their favourite browser they would end up at the site of some NGO that doesn't provide them with the relevant information they are looking for, but rather with details on the specific activities of that organization. Even if they do stumble upon something that might be of use to them, it is usually written in a way that makes it difficult for the child to understand."*

**Lead Administrator of the Site**

<sup>51</sup> The JJ Web-Portal, which is financially supported through the YAR Project and run by the Rostov pilot, is the premier on-line source for information on juvenile justice issues and reform in the Russian Federation, accessible to Pilot Project stakeholders, government officials, wider network of professionals within the juvenile justice community and the general public. The YAR Project team recently launched a merger of the YAR Project Web-Site and the JJ Web-Portal on the Portal platform that will result in improved information and data for the Web-Portal and will ensure sustainability of both sites. The Portal was also recently upgraded using the latest information technology to ensure sustainability of the Portal for a period far beyond the completion of the YAR Project.

used to finalize the RAJ students' child-friendly 'translations' and better inform additional content to be added to the site. Students at the Academy will also be involved in the creation of 'lesson plans' which will be posted to the site and used by teachers to run discussion groups with school children on topics related to children's rights, juvenile justice and children's participation in the community.

Young people have taken the lead in terms of the website's design. Young students at the Russian Academy of Justice in Rostov were asked to design several versions of the site. School-aged children in the city of Rostov then were asked to vote to decide which design is most appealing to them, and the winning design was then used for the new site's template. In considering the design of the site, the students made sure to develop options which strike an ideal balance between appearance and accessibility. The versions developed for the competition were made to capture young people's attention and interest, but avoided the use of flash imagery. Using a flash format would not only make the site very expensive to maintain, but it would also limit young people's equal access to the site, seeing as the majority of Russian households and schools, particularly in rural areas of the country, do not have the high-speed internet connections needed to properly display such imagery. School children also had the opportunity to participate in a competition to design a promotional poster for the website which was distributed by the Ministry of Education and displayed throughout the school system.

#### **IV. A Focus on Bryansk: The Pilot's Innovative Juvenile Justice Laboratory Fosters Greater Awareness and Improved Prevention Programming in the Region**

##### **Important Achievements of the Bryansk Pilot in Prevention and Awareness-Building**

- The establishment and recognition of the Juvenile Justice Laboratory as the premier source for innovative research, practical policy advice, and advocacy in the sphere of youth justice in Bryansk Oblast.
- The development of an innovative and successful university course on juvenile justice at the Bryansk Branch of the Moscow Socio-Psychological Institute.
- The creation of a legal and psychological support clinic for local youth at risk and their families at the Institute.

In October 2006, with the support of the YAR Project, the pilot project team established a Juvenile Justice Laboratory at the Bryansk Branch of the Moscow Socio-Psychological Institute. The Laboratory is tasked with promoting the development of juvenile justice in the region, conducting research on issues related to youth at risk in Bryansk Oblast, and developing programming, training, instrumentation and recommendations for policymakers and service providers involved in working with young offenders and youth in danger of coming into conflict with the law. Over the course of the project, the Laboratory has come to be recognized by local authorities and interested stakeholders as a hotbed of innovative research and practical policy advice in the sphere of youth justice.

The Laboratory's director and the Bryansk pilot project leader, Alexander Tutikov, has likewise gained the respect and confidence of leaders and specialists in Bryansk Oblast as a champion of juvenile justice. In 2006, Mr. Tutikov was appointed as advisor to the Governor of Bryansk Oblast on Juvenile Justice Issues, the first position of its kind in Russia, and, in 2007, he became a member of the newly established Public Chamber of Bryansk Oblast where he serves on the Committee for Judicial and Legal Reform and the Control of the Work Law Enforcement Agencies.



Through their determined advocacy, excellent research, professional development training, informative seminars, and important work with delinquent, custodial and post-custodial youth the pilot project team in Bryansk and its innovative Laboratory has placed the issue of juvenile justice at the top of the agenda and have create a consensus for reform in the region. The following section pays tribute to some of the advances made by the pilot in the sphere of prevention and the promotion of juvenile justice reform.

***The Laboratory Has Established a Reputation for Excellence in Juvenile Justice Research.*** The YAR pilot's Laboratory has significantly increased its capacity to conduct quality assessments and evaluations of youth at risk in the region and has come to be recognized by the authorities as the regional leader in juvenile justice research, including in the sphere of prevention. In 2006, the pilot leader was asked to present a paper entitled "The Prevention of Youth Crime in Bryansk Oblast" at a high-profile meeting hosted by the Children's Rights Envoy for Bryansk Oblast and attended by key government agencies involved in the provision of preventative services to youth at risk. In February 2007, the Bryansk Prosecutor General's office approached the Laboratory with a request to join the agency's research and policy work group and to conduct a study on youth crime and criminogenic risk factors impacting youth in three districts of the city of Bryansk, namely, Volodarskii, Bezhitskii, and Dubrovskii districts. The results of the study, which was completed in July 2007, are currently being used by the Prosecutor's office to design and implement more effective preventative and rehabilitative programming in the region on the basis of inter-agency coordination. The study was also instrumental in the establishment of permanent "Issues of Youth at Risk Work Groups" in each of the three regions examined in the study. These groups bring together a diverse range of professionals from both the government and non-governmental sectors to discuss and develop preventative and rehabilitative strategies at the local level which will better address the needs of youth at risk in their community.

*"From the very beginning, our goal was to focus on the 'big picture' and not just on one specific aspect of juvenile justice. The Laboratory uses a systemic approach to addressing the issues facing youth at risk by developing and providing training in a variety of juvenile technologies to a diverse group of specialists that have dedicated their careers to working with youth at risk. As a result, the Laboratory has come to be considered as the premier source for academic research and the development of practical technologies which are critical to the successful development of juvenile justice in Bryansk Oblast"*

**Alexander Tutikov,  
Bryansk pilot project leader and  
Juvenile Justice champion.**

***The Creation of an Innovative University Course on Juvenile Justice.*** The pilot project succeeded in developing a new university course entitled "Juvenile Justice" for the Bryansk Branch of the Moscow Socio-Psychological Institute. The course, which was launched in 2006 for students enrolled in their final year of the undergraduate law and psychology programs at the Institute, is

*"One of our major goals from the outset was to create a greater understanding of the concepts of juvenile justice among those in power and among the general public in order to build a consensus for reform of the system in Bryansk... In essence, we wanted to change the response to the term 'juvenile justice' from "What is that?" to "This is exactly what we need!" I am pleased to say that we have succeeded in doing this to a large extent. In Bryansk, there is practically no one left who doesn't understand what juvenile justice is and how important it is to ensuring a better future for our children. There is really no turning back."*

**Alexander Tutikov, Bryansk pilot project leader**



one of a very few innovative courses on Juvenile Justice in the country and is attracting significant attention from students, other academic institutions, and policymakers alike. Over the past two years, more than four hundred students have successfully completed the course and interest in the subject continues to grow. This academic year approximately two hundred and fifty regular and distance education students enrolled in the course which was designated by the Institute as a core subject for all law and psychology majors in 2007.

Classes are taught by the respected Juvenile Justice champion and YAR pilot project leader for Bryansk, Alexander Tutikov, and run for the entire year with the first semester devoted to lectures and the second semester focused on the development of individual projects. The course is designed to give students an interdisciplinary understanding of Juvenile Justice, while drawing on local, national and international knowledge and application. The textbook which was created for the course exposes students to a wide-variety of themes, including: international law and regulations in the sphere of juvenile justice; the constitutional and legal status of minors in the Russian Federation; crime prevention among youth and the system of rights protection for youth; the roles and responsibilities of governmental and non-governmental agencies involved in crime prevention, rehabilitation and juvenile justice; procedural regulations on placing young offenders in open custody; administrative offences involving youth and administrative procedural regulations; the specifics in applying criminal and administrative law to young offenders; the coordination of prevention, rehabilitation and corrections agencies with the court system; and correction measures and services for youth in closed custody.

The course material draws from the wealth of practical experience in the development of juvenile technologies gained in Bryansk and in other pilot regions through participation in the YAR Project. Consultations with the pilot project members in Rostov, made possible through the responsive mechanism component of the YAR Project, provided Mr. Tutikov with the opportunity to improve upon the existing course material by sharing experience and trading information with his colleagues who likewise developed a course in Juvenile Justice for students at the Russian Academy of Justice. Students also benefit from exposure to the Canadian model of juvenile justice, with materials presented through the project on topics such as probation, case management, corrections, alternatives to custody, rehabilitation, children's rights, and peer mediation. Last year, two of the law students who completed the course went on to defend their graduating theses with honours in the area of Juvenile Justice. Owing to the pilot project's influential role in the development of the region's juvenile courts, both of the students had the opportunity to conduct their practical research inside the court system on the preparations for the opening of the first model juvenile courts in Bryansk Oblast on January 1, 2008.

*"It is a real privilege teaching the course on juvenile justice. I am so encouraged by what I see each year. The students who take the course have been transformed by the process. After just a few weeks I can see their world view evolve. In September, many of them come to the class with a surprisingly repressive perspective on what to do with young people, much like them, but just so happen to come into conflict with the law. But by December, after they have been presented with the opportunity to examine the subject, even the toughest critics have changed their minds. They begin to express a totally different perspective - one based on children's rights, preventative and rehabilitative strategies, and an understanding of the positive difference juvenile technologies can make."*

**Alexander Tutikov,  
Bryansk pilot project leader.**

Alexander Tutikov is assured of the course's continued success and sustainability. Several other instructors have been trained to teach the course, including at other institutes such as the Bryansk

Branch of the National Police (MVD) Academy, where law enforcement professionals are now receiving critical training in the emerging field of Juvenile Justice. The potential for replication of the course in other academic and professional institutions in Bryansk Oblast and other regions of the Russian Federation is high. The course materials are available on-line and Mr. Tutikov is prepared to offer guidance to those interested in setting-up a similar program.

***The Establishment of a Legal and Psychological Support Clinic for Local Youth at Risk and their Families.*** In 2006, the Laboratory supported the development of a student-run legal and psychological support service at the Bryansk Branch of the Moscow Socio-Psychological Institute. A group of 23 student-volunteers from the Law and Psychology faculties currently operates the clinic, “*Right to Security*,” which offers free legal and psychological counseling services to youth at risk and their families. The clinic provides an invaluable service to the community through the provision of accessible legal and preventative/rehabilitative psychological support to young people in times of need. In an effort to make their services more readily available to particularly vulnerable youth and families, the students have drafted a plan to begin offering mobile consultations to those living in shelters and to youth in foster care. The student-volunteers have likewise been positively transformed through their participation in the clinic, gaining practical professional experience as well as a deep commitment to community service and rights-based, peer-to-peer work with youth at risk. The support of the Laboratory and the enthusiastic dedication of the student-volunteers have combined to make the clinic an undeniable success. Each year the initiative continues to draw in new recruits with innovative ideas and a commitment to youth helping youth.

### ***Focus on Interregional Initiative: The Development of School-Based Peer Mediation Model***

The YAR Project has played a pivotal role in introducing peer mediation as a model for early prevention and conflict resolution to be developed in selected pilot schools in both the Stavropol and Rostov regions.

Peer mediation programming in schools empowers young people to develop the confidence and the skills to successfully negotiate their personal conflicts in a non-violent, respectful, and law-abiding manner. Essentially, in peer mediation, trained student mediators support their peers to amicably resolve disputes using conflict resolution and problem-solving strategies. Such a strategy not only works to prevent minor disputes at school from escalating over time into more serious incidents, but also teaches students an alternative set of skills that they can apply in conflict situations in all spheres and in all stages of their lives.

Canadian and international experience has shown that effective school-based peer mediation programs play a role in reducing violence, truancy, vandalism, and disciplinary action in schools, while improving the classroom and playground climate by helping students feel safer at school. The self-empowering aspect of peer mediation changes the way students understand and resolve conflict in their lives and make decisions about their own lives. Peer mediation contributes to the development of students who then become more self-confident, disciplined and productive members of the school and the broader community.

The request for technical assistance on the Canadian School-Based Peer Mediation model was made by the Russian practitioners following a series of school-based prevention programming trainings held in Moscow, Rostov and Stavropol in 2007 as a part of the YAR Project. At these early trainings, Canadian education and counselling expert, Jane Lutes, provided a diverse group of over one hundred Russian participants, including, students, school administrators and teachers, social workers, corrections officials, psychologists, education sector officials, and police officers, with

*“The potential for the school peer mediation programs being introduced in the region thanks to the YAR project are immense... In our region [Southern Federal District of the RF], where there are so many children who have been affected by poverty and conflict and so many others at risk it is crucial that they are provided with the opportunity to learn how to resolve their differences using their own words, showing respect for one another, and without resorting to violence.”*

**Valery Mitrofanenko,**  
leader of the 7<sup>th</sup> Element pilot project  
based in Stavropol.

exposure to a wide range of prevention programs offered in schools throughout Canada. Workshop participants improved their understanding of the key principles underlying all school-based prevention programs, such as early intervention, youth engagement, reconciliation, and the effective coordination of schools with support agencies in the community and families. Jane Lutes focused on several major topics during the seminars, including: early screening procedures for preschool and elementary students; the role of the counsellor and counselling services in Canadian schools; school based prevention programs in Canada designed specifically for youth at risk, as well as information on and introductory training in school-based peer mediation. While participants displayed an interest in all of the programming options presented during the workshop, it was the Canadian model of peer

mediation that captured the attention of the Russian practitioners as the most effective and applicable prevention model for adaptation within Russian schools.

In September and October of 2008, the YAR Project supported the introduction of peer mediation programming in four pilot schools in Stavropol region and one school in the city of Rostov. Intensive trainings were facilitated by Ms. Jane Lutes and the YAR Project advisor, Robert Lutes.

The trainings for adults and students focused on enabling participants to develop an understanding of conflict (i.e. the origins, responses, and cycle of conflict); learn skills and strategies related to implementation of a mediation program in their local schools; to develop an awareness of bias, social and cultural diversity; to learn strategies dealing with anger management; to learn the processes of and techniques in negotiation and mediation; to observe and experience interactive/participatory teaching methods in mediation process and work collaboratively to adapt these for use in the context of Russian schools, as well as to practice the range of mediation techniques learnt during the training session.

The trainings in both Rostov and Stavropol attracted genuine attention. Students and school staff gained the foundational skills necessary to begin to develop effective peer mediation programming. Both the student and adult groups participated in the trainings with great enthusiasm and expressed a commitment to initiating peer mediation programs in their local schools. In sum, over forty students developed mediation skills in resolving student-student and student-teacher conflicts during the trainings, all of which have expressed a desire to become “peer mediators” and assist in the development of their respective schools’ programs.

*“When we conducted our study of the risks and needs of youth in our community at the start of the project, one of the most common responses from young people is that they wanted to learn how to successfully resolve conflicts with their peers. So we were eager to learn more about the Canadian system of school-based peer mediation. I think that developing peer mediation programming in our schools will go a long way in ensuring that young people develop the listening, communication and problem-solving skills necessary to successfully negotiate conflict between themselves and with other people in their lives.”*

**Alesia Anisimova,**  
leader of the Safety Island pilot  
project in Stavropol.

Furthermore, over forty school administrators, teachers, social workers, social teachers, parents and police officers participating in the training developed the practical capacity to support the introduction and implementation of peer mediation programming in the schools. Equally important, however, was that the adults recognized their responsibility to play a supporting role to student mediators and give youth the opportunity to take responsibilities for leadership over the program and within their schools.

Participating schools in Rostov and Stavropol have identified the staff who will serve as the adult peer-mediation program coordinators. The coordinators will be responsible for providing organizational support and guidance to the student mediators, helping them to coordinate with the school administration, keeping the student body, facilitating the training of new mediators and the continuing education for the existing student mediation team, and keeping the student body, staff, administration, parents, and community aware and informed about the mediation program. The peer mediation manuals developed and distributed by Jane Lutes during the YAR-sponsored trainings are currently being tested and adapted by the students in consultation with the designated program coordinator in each school to ensure that they best reflect the local context.

*“A successful juvenile justice system must involve the schools which are key partners in early intervention and the provision of prevention programming...As educators we must do our part to help prevent our children from coming into contact with the law and provide them with the proper mediation and communication skills to succeed in life.”*

**Representative from the Rostov Oblast Ministry of Education on the occasion of the YAR Project’s introduction of peer-mediation into one of the region’s schools.**

In Rostov, the peer mediation program is being introduced into one of the country’s most innovative and top performing schools, increasing the likelihood of sustainability of the model within the school itself as well as the probability of replication of the model in other regions of the country. In fact, the Ministry of Education in Rostov Oblast has expressed a desire to establish Rostov region as the national leader in school-based peer mediation programs by expanding the mediation program being developed in the project’s model school to the rest of the schools in the region and providing an example of reform for the rest of the country.

### **A Personal Success Story in Stavropol: Prevention Programming is Improving Lives and Communities**

*The following is the personal story of one of the many young people across the pilot regions whose lives have been positively transformed by the services developed through the YAR Project in the sphere of prevention:*

Youth like Yegor, a student in the ninth grade at one of the target schools in the Stavropol “Safety Island” pilot project, exemplify the power of rights-based and youth-driven prevention strategies to greatly improve the lives of youth at risk and their communities. This young man has made immense personal progress through his active involvement with the “Safety Island” pilot and has become a positive role model among his peers.

Before Yegor joined the “Safety Island” team as a volunteer he was engaged in unhealthy activities that put him at high risk for coming into conflict with the law. The bright teenager demonstrated a tremendous desire to be a leader among his peers, but he had neither the knowledge, nor the means to channel his natural abilities in a positive way.

Without a healthy outlet for all his energies, Yegor did everything and anything to attract attention. Yegor smoked, consumed alcohol and narcotics, and was regularly absent from school. Yegor recalls how he and his friends often got together in the evenings and roamed around the streets of Stavropol in search of “fun.” However, having “fun” to Yegor and his friends included smoking marijuana, a serious crime with heavy penalties in Russia.

In 2006, the YAR Safety Island Pilot Project in Stavropol conducted a study at target schools in the region in order to better understand the interests, needs and risks of the students. The results of the study were used by the Pilot Project team to design responsive prevention programming for the “Rayon” Youth Club which would best address the needs and major risk factors of youth in the community. It was during this study that Pilot Project team was able to identify Yegor as a youth at risk.

The team presented Yegor with an opportunity to change his life’s direction by participating in the programming offered through the project’s “Rayon” Club. The pilot project team delivered a number of sessions and trainings in which Yegor and his peers learned about the negative impacts of addiction and, perhaps more importantly, were educated in models of pro-social behaviour and healthy-living which have empowered individuals like Yegor to make better informed life choices.

The volunteer trainers facilitating the discussions were also young people and their use of peer education methodology in their trainings enabled them to build trust and an equal and meaningful relationship with Yegor and the other students. Yegor regularly attended the Rayon Club and became increasingly involved in the design and implementation of prevention programming. He organized a camping trip for a group of his peers and it was during this trip that Yegor and his friends developed a desire to get further involved with the work of the “Safety Island” project. This desire manifested itself in the design of a prevention activity within their school.

Yegor provided input into the design and led the negotiations with the school administration to allow the proposed programming. During this process, Yegor showed himself to be a positive leader at school and in his community, gaining the respect and admiration of his peers and elders.

Thanks to the knowledge, skills and empowerment gained through participation in the “Safety Island” project, Yegor is now leading a life which enables him to better realize his individual potential and use his experience and enthusiasm to improve the lives of other youth in his community. He has continued to lead prevention initiatives at his school, addressing issues of addiction and training students in leadership skills. In recognition of his initiatives in the community and successes at school, Yegor has already been approached with an offer to continue his studies at the Academy of Business in Stavropol following his graduation. Yegor’s future certainly looks bright.

*“We rest assured today that the knowledge and skills that Yegor gained as part of his involvement with the Safety Island project will help him in life.”*

**The Safety Island  
pilot project team**





# Part B: CASE MANAGEMENT





## Part B: CASE MANAGEMENT



### Highlights of the Case Management Section

- The development of an effective interdepartmental system of ‘case management’ is critical to the ultimate success of juvenile justice in Russia, and has been a major focus of the Project. The current system suffers from major normative, organizational, and instrumental deficiencies which have hampered the ability of youth justice agencies and community partners to coordinate in the provision of ongoing supervision and targeted rehabilitative services which effectively address the recidivism risks and criminogenic needs of each young offender.
- The YAR Project has been a contributor to reform in the area of case management, providing its Russian partners with direct access to Canadian and international best practices, models and technical assistance in the development of a range of locally-responsive models that are being used to inform reform at the nation-wide level.
- Some of the most significant achievements of the YAR project, such as the development of the institution of ‘probation’ and ‘parole’ in several of the pilot regions (based on elements of the highly successful model in Ontario), as well as the successful adaptation of Canadian Risk and Needs Assessment (RNA) methodology as an instrument for use in the Russian context, can be attributed to YAR capacity-building activities in the area of case management. The models and tools of case management developed by the Russian partners through the YAR project have proven to be highly successful in the development of regional justice systems that are better coordinated and more responsive to the rights and needs of youth.
- The recently refined RNA, which has long been identified by the Russian partners as the key tool for all case management models being tested within the YAR pilot regions, is now being promoted to policymakers and practitioners alike as the single most effective document to be used by all youth justice agencies throughout the Russian Federation in support of an emergent national system of juvenile justice.
- The continued and targeted involvement of the YAR Project and its Canadian experts over the next several years in the refinement and roll-out of key case management models and instruments developed through the Project will best ensure their replication at the national level and ability to significantly improve the system of youth justice for the entire Russian Federation.

**Some of the Major Accomplishments of the YAR Project in the Area of Case Management Include:**

***The South West District of Moscow.*** The development of an innovative and replicable model of ‘probation’ that has significantly improved the ability of local agencies to provide targeted, rights-based rehabilitative support and uninterrupted supervision to conditionally-sentenced and post-custodial local youth as well as those registered with the local KDN for administrative infractions. This model is serving to inform the development of similar services throughout the city as well as acting as an example for reform of the system on a nation-wide basis.

***Rostov Oblast.*** The establishment of the country’s very first ‘parole court’ in the city of Azov, which will take on a leadership role in coordinating the resources and efforts of all relevant agencies and community partners to ensure the effective rehabilitation and reduced recidivism of youth granted a court-ordered conditional release from the Azov colony. Replication of the ‘parole court’ model has already been seen in the partner region of Bryansk and is expected in other parts of the country.

The specialized training for employees of the Rostov Division of the Federal Corrections Service provided through the Project in support of the development of a viable system of probation and parole for young offenders could serve as a professional development model for the development of a specialized youth probation/parole service cadre throughout the country.

***Chuvashia.*** The development and initial roll-out of a comprehensive and nationally-replicable model of case management model at the city-wide level, which unites key agencies and organizations in the provision of services, support and supervision for young people at all stages throughout the juvenile justice continuum. This model is emblematic of the principles, best-practices, and tools of case management promoted through the YAR Project and adapted for use in the Russian context.

The development of an effective interdepartmental system of ‘case management,’ or in other words, the systemized process by which various juvenile justice stakeholders cooperate in effectively coordinating the ‘case’ of a given minor throughout the youth justice continuum, is critical to the ultimate success of juvenile justice in Russia, and has been a major focus of the YAR Project in Russia. The current system, however, suffers from major normative, organizational, and instrumental deficiencies which have hampered the ability of youth justice agencies and community partners to coordinate in the provision of ongoing supervision and targeted rehabilitative services which effectively address the recidivism risks and criminogenic needs of each young offender.

For example, in its latest report on the “Situation of the Children in the Russian Federation,” the Federation Council’s Committee on Social Policy expressed grave concern about the overall effectiveness of the current system of support, supervision, and rehabilitation provided to youth at risk and young offenders at all stages on the juvenile justice continuum.<sup>52</sup> The document points to a number of particular problems, including: the inefficient coordination of youth justice agencies in the collection and sharing of information and in the provision of services and support which allows too many young people to fall through the cracks; the lack of attention paid to the individual needs and

<sup>52</sup> See: *Federatsii Federal’nogo Sobraniya Rossiiskoi Federatsii, Polozheniye Detei v Rossiisko Federatsii*, 2006, pp. 98-118.



developmental issues of each young person; and the preoccupation with harsh and punitive measures which contravene international standards and fail to serve the rehabilitative, re-integrative, and anti-recidivist aims of the justice system in relation to youth.<sup>53</sup> In the report, the Federation Council Committee also draws specific attention to the inadequacy of case management and support measures for conditionally-sentenced and post-custodial youth throughout Russia, noting that both groups exhibit unacceptably high rates of recidivism.<sup>54</sup> Indeed, the lack of a unified system of case management for young offenders in Russia, including the absence of the institutions of probation for conditionally-sentenced youth and parole for minors conditionally-released from detention, has been the object of concern for both Russian and international observers alike, and has become as central an issue to the reform of the youth justice system in Russia as the introduction of specialized youth courts.<sup>55</sup>

Over the past several years, the YAR Project has been a major contributor to reform in the area of case management, providing its Russian partners with direct access to Canadian and international best practices and models, instrumentation, technical assistance and the consultative support of top Canadian experts in the development of locally-responsive and nationally-replicable models. The key principles in the sphere of case management promoted to Russian stakeholders through the YAR Project include:

***The Continuity of Care.*** This principle ensures that a single case manager supervises an offending youth and coordinates their ‘case’ by performing a risks and needs assessment (RNA), developing a rehabilitation plan, supervising the terms of probation or parole, and coordinating and sharing information with the relevant agencies (i.e. community and rehabilitative services, court, corrections). Such continuity better ensures that young people do not ‘fall through the cracks’ in the system and receive the individualized care and attention needed for successful reintegration into society.<sup>56</sup>

<sup>53</sup> Ibid. pp. 100, 103, 112, 116, 118.

<sup>54</sup> In terms of conditionally-sentenced youth, the report states that: “The ineffectiveness of individualized rehabilitative and preventative work done with conditionally-sentenced minors registered with local authorities must be acknowledged,” noting that in 2004, over 18 thousand of the 48 thousand youth registered with authorities for previous crimes (38 thousand of which were serving conditional sentences) committed a repeat offense. The report is just as critical of the current management of cases of young offenders released from custody, writing that: “Unfortunately, unlike the majority of western nations, in Russia the post-custodial justice process for young offenders is not well-developed and lacks an effective mechanism for the social rehabilitation of minors released from corrective institutions.” pp. 103-104; 112.

<sup>55</sup> For example, the UNCRC Committee, in its latest review the Russian Federation’s compliance with the Convention on the Rights of the Child, expressed similar concerns about the lack of effective coordination between justice agencies to provide supervisory and rehabilitative support to young offenders. In particular, the report pointed to the “inadequacy of measures to monitor the situation of minors in conflict with the law but who have not been sentenced to deprivation of liberty and who do not benefit from adequate curative and educational measures.” See United Nations Committee on the Rights of the Child, Consideration of Reports Submitted by State Parties Under Article 44 of the Convention – Concluding Observations: Russian Federation, November 2005.

<sup>56</sup> In reference to the ‘continuity of care’ principle, there are many possibilities but no clear consensus on who may take on the role of a single case manager in Russia. There are the two key agencies – KDN and FCS – as well as other actors, such as assistants to judges (Rostov) and Social Workers in courts (SWDM) and in KDNs (Chuvashia), that assume qualities of case managers, but it is highly unlikely that a single case manager or coordinating case management agency will be identified in Russia during the lifetime of the YAR project. As such, the YAR project has decided to employ a participatory approach to its case management capacity building strategy that involves a diverse range of stakeholders and assist the existing agencies and actors that have assumed the role of case managers in the various regional models to unify their approaches and improve multi-stakeholder coordination in the management of youth cases. The promotion of universal tools, such as the adapted Russian RNA, that can be applied by all institutions and supports the functional (rather than institutional) requirements of case management is a central element of the Project’s strategy in this regard. As the practical application of the adapted RNA is expanded to other regions in the country, it is expected that a preferred system which is most appropriate to the Russian context will become apparent. In the

***Interventions That Are Appropriate to the Offense and Responsive to the Needs and Risk Factors of the Young Offender.*** Interventions should be purposeful and targeted towards addressing the specific factors which brought the young person into conflict with the law in the first place. Rehabilitative and supervisory services should be as non-intrusive as possible, appropriate to the offense, and developed in accordance with the determined level of risk of recidivism and criminogenic needs of each young offender, as identified through a standard risk and needs assessment (RNA).

***Interventions that are Responsive to the Individual Learning Styles of the Young Person.*** In addition to being drafted according to the specific risks and needs of the young offender, interventions and rehabilitative programming need to be delivered in a manner which best suits the young person's individual learning styles and abilities in order to be successful.

***The Effective Provision of Services.*** Research has continually shown that punitive corrective measures are much less effective in terms of securing a young person's rehabilitation and reducing rates of recidivism than the provision of non-punitive, individually-tailored, and community-based cognitive-behavioral rehabilitative services.

The YAR Project has significantly improved the ability of partners to implement reforms in the critical sphere of case management. Project-supported capacity-building activities, which draw from the best-practices, models, and instruments of the Canadian system of case management, are assisting Russian stakeholders in building a justice system which is better coordinated and more responsive to the rights and needs of youth. (For a detailed list of case management capacity-building activities please see Appendix III: Project Capacity-Building Activities by Focus Area). Pilot project teams have mobilized the principles, invaluable knowledge and technical support they have received through the YAR Project in the development of a diverse set of locally-responsive models of case management which are setting the standard for improvement of the overall system of youth justice at the nation-wide level.

In fact, some of the most significant achievements of the YAR Project, such as the development of the institution of 'probation' for youth receiving conditional sentences and 'parole' for juveniles conditionally released from closed custodial facilities in several of the pilot regions (based on elements of the highly successful model in Ontario), and the successful adaptation of Ontario's Risk and Needs Assessment (RNA) as an instrument for use in the Russian context, can be attributed to YAR capacity-building activities in the area of case management.

The following sections capture some of the most significant achievements made to date with a focus on the three pilot regions that have taken the lead in the area of case management: Chuvashia, Moscow and Rostov. While the three pilot regions have followed somewhat different approaches to the development of a case management model, this is perfectly normal given that the Russian models are evolving in a legislative vacuum. All of the models, however, have been intricately incorporated into the formal criminal justice system and as such demonstrate significant potential for sustained application in the future. As they evolve, these models will continue to inform both case management and juvenile justice reform at the regional and national level.

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meantime, the YAR project will continue to facilitate the refinement of the instrument, provide the consultative support of the RNA author and Canadian expert, Dr. Robert Hoge, and support multi-stakeholder dialogue at the regional and national level.



***The Development of the YAR Case Management Tool: The Adaptation of the Canadian Risk and Needs Assessment Instrument to the Russian Context***

The YAR Project has played a positive role in the development of effective models of case management in support of an emergent system of juvenile justice in the Russian Federation. The Risk and Needs Assessment, which is the designated YAR Project tool in the area of case management, has been at the heart of the development of the case management models in the pilot project regions and will, undoubtedly, play a major role in the successful coordination of youth justice reforms at the national level as well. The Russian partners were first introduced to the Risk and Needs Assessment, as a standard inter-departmental tool for the evaluation of young offenders and coordination of their cases, in 2007. Since that time, the YAR Project has supported the Russian RNA Workgroup in the adaptation and refinement of the instrument to best suit the current legislative, social, and institutional reality in Russia.

The Russian adapted RNA methodology, normative standards and instructional guidelines have already been completed, and the instrument is currently being rolled-out through the training of youth justice specialists in the pilot regions for use in their daily work with youth at risk and young offenders. The RNA has long been identified by the Russian partners as a central element for all case management models being tested within the YAR Pilot regions, and it is now being promoted to policymakers and practitioners alike as the single most effective document to be used by all youth justice agencies throughout the Russian Federation in support of an emergent national system of juvenile justice. The preliminary achievements and immense potential of the adapted RNA in the Russian context once again underscore the success of the YAR Project in facilitating its Russian partners to design effective and locally-responsive models, informed by Canadian experience and best practices, in support of the development of a successful Russian youth justice system.

***The RNA Workgroup and Development of the Russian RNA.*** The RNA workgroup was formed during the Rostov Inter-Regional Seminar in September 2007. The mandate of the Workgroup was to test the Canadian Risks and Needs Assessment methodology in the Russian context and adapt it to the Russian legislative regulations, institutional framework, and social environment. Members of the Workgroup represented various YAR Pilot regions and included a diverse range of experts in law, corrections, social work, psychology, and rehabilitation. Over the course of 2008, the workgroup members conducted a series of assessments of young offenders and youth at risk using various versions of the adapted RNA methodology which were duly analyzed and used to develop the final version of the Russian RNA instrument

The assessments proved to be successful. The refined Russian RNA methodology was shown to be very effective in delivering accurate assessments of the risks of recidivism and criminogenic needs of youth at various stages in the youth justice system. The workgroup has also completed the normative baseline guide for the instrument, which ensures that the evaluation scale is relevant to the Russian and community-specific context. The user-friendly instructional guidelines were also developed to ensure that the instrument can be easily employed and interpreted by all agencies working with young offenders throughout the Russian case management continuum. The current focus is on the roll-out of the RNA instrument through the training of youth justice specialists and professionals in the use and interpretation of the tool. This training is aimed to ensure that the sentencing of and/or rehabilitation plans for each individual youth involved in the system are responsive to their specific criminogenic risks and needs.

***The Unifying Capacity of the Adapted RNA.*** In reference to the ‘continuity of care’ principle of case management promoted through the YAR Project, it is believed that neither a single case manager nor a single institution responsible for the coordination of juvenile cases will be identified

**The Adapted RNA is Critical to the Overall Success of the  
Emergent Juvenile Justice System in Russia**

*“The RNA has emerged as a pre-eminent tool for the development of juvenile justice in Russia. It is obvious that it must be used, and used by all agencies for the emerging system to be successful.... The RNA is critical to organizing the work of all the agencies involved in the delivery and support of youth justice. Each subject of the Federation and each agency therein have their own practices, styles, and methodologies for dealing with youth at risk...but they lack a common ground – a common practice of dealing with youth. This without a doubt impacts the effectiveness of their work and their ability to provide youth at risk and their families with the necessary services.*

*Therefore when we began to work with the RNA we saw its incredible potential not only as an instrument for effectively assessing the individual risks and needs of youth, but also as mechanism which will unite the purposes of a diverse group of agencies that must cooperate together in order for the entire juvenile justice system to function...This is particularly important given the fact that we [in Russia] do not have a separate probation service like in Canada, and such an institution is unlikely to emerge in the near future... But the RNA is an instrument that will be available and understandable to all the agencies and groups involved in the administration of juvenile justice. Each party will be able to add to or to take from the document the information that they need. This information will help them to best tailor services, sentencing, and rehabilitation programs to the risks and needs of each individual youth .From my perspective, the potential use of this instrument throughout the country is clearly obvious.”*

**Dr. Sergei Shipshin, Co-Coordinator of the RNA Workgroup.**

in Russia during the lifetime of the project. As such, it was collectively decided that the YAR Project would focus its efforts on assisting the existing agencies and actors that have assumed the role of case managers in the various regional models - such as the KDN, the Criminal Inspection Service (CIS) of the Federal Corrections Service, Assistants to Judges (Rostov), and Social Workers (SWDM, Chuvashia) - to unify their approaches and improve interdepartmental coordination for the management of youth cases. In fact, the Russian partners believe that the RNA is the very tool that can serve this unifying purpose - a universal instrument that can be applied by all institutions and supports the functional requirements of case management. Over time, as the practical application of the adapted RNA is perfected and expanded to other regions in the country, it is expected that a preferred system which is most appropriate to the Russian context will become apparent.

**Preventative Stage:** In distinction from the Canadian model, the Russian partners see tremendous potential for use of the RNA in the sphere of prevention, before a young person becomes involved in or a victim of crime. At this stage, the RNA would be used when a young person displays troubling deviant behaviour, or has committed asocial acts or administrative infractions, that are not punishable under criminal law, but are suggestive of a negative pattern that could lead to criminal behaviour in the future if left unaddressed. Other project participants have pointed to the potential for using the RNA, or a slightly modified version of it, to monitor the situation of youth in troubled families or those within the Russian foster and institutional care system. At the preventative stage, the obvious candidate for the management of youth cases is the KDN, which under the current legislation is mandated to try youth for administrative offences, manage and monitor youth at risk cases, and coordinate the rehabilitative plans for youth at all stages on the youth justice continuum (See Table below). However, in addition to representatives from the KDN,

professionals responsible for conducting the RNA at the preventative stage could also come from the Youth Affairs Department of the Police (PDN), the school counselor/social pedagogue, the municipal psychologists, and other such institutions.

**Criminal Offense Stage:** According to Russian legislation there exist two separate paths for minors who have committed a criminal offence. Those who have not reached the age of criminal responsibility are referred to the KDN for dispositional purposes, while those who are aged sixteen and older at the time of the offence are processed through the regular court system and sentenced according to criminal law. While reform of the system is needed across the board, the Russian partners have expressed serious concerns about the minimal work currently being done with ‘under-aged’ youth in the first category who are referred to the KDN for sentencing and supervision. It is believed that the introduction of the RNA into the KDN and further training in effective rights-based interventions with youth will drastically improve the capacity of the institution to monitor minors in this category and better ensure that they are being provided with the services and rehabilitation programmes they need to avoid coming into conflict with the law again.

**Table 1. Existing Supervisory and Rehabilitative/Re-integrative ‘Case Management’ Responsibilities for Youth at Risk and Youth in Conflict with the Law**

KDN		FCS		FCS/KDN
Youth at risk and those who committed administrative offences		Youth who came in contact with the criminal justice system		Youth released from custody
Children in need of special protection (involved with drugs, come from dysfunctional families, are deprived of parental guardianship etc.)	Children under 16 (14), who have been referred to the Commission on Minors (those who have committed an administrative offense or have not reached the age of criminal responsibility)	Young persons who have committed a criminal offense (age 16 and above)	Those referred by the court to custodial educational programs	
			Those who received a criminal sentence: custodial and non-custodial	Social reintegration after release from correctional facility/special school

**Investigatory Stage.** For youth who are accused of committing a criminal offence and subject to being processed through the courts, it is anticipated that the RNA could play a very important role at the investigatory stage (such as is already the case in the Chuvashia case management model – see later in this section). The user of the RNA at this stage would be the investigator, but the person responsible for conducting the assessment would be either a psychologist or a social worker. Introducing the RNA at the investigatory stage will help the investigator to better understand the criminogenic circumstances of the youth, serve to improve the quality of materials presented to the prosecutor by the investigator, and ensure that critical information about the youth from the RNA, and expert testimony from the professional who conducted the assessment, can officially, according to the current legislation, be introduced and used by the court at the pre-trial, trial, and sentencing stages.

**Court Stage:** According to the Russian partners, the use of the RNA at the court stage is absolutely essential to ensuring that the judge's ruling and sentencing options are informed by the specific risks and rehabilitative needs of the young person and reflective of the best interests of the child. The RNA document and court testimonial of the youth's assessor (either in the role of aide to the judge as in Rostov and SWDM or expert witness as in Chuvashia) play a critical role in informing the judicial process by providing the judge with important information about the underlying criminogenic factors that brought the young person into conflict with the law, their risk level for recidivism, and their individual needs in regards to rehabilitative services and level of required supervision. All of this information is used by the judge to determine the level of criminal intent, the most appropriate disposition, and the necessary rehabilitative measures to be attached as conditions to the sentence to best ensure the young person's successful re-socialization and reduced chance of recidivism.

**Corrections and Post-Custody Stages:** The RNA is equally important an instrument for the successful administration of a young person's case and rehabilitative/reintegration plan at the corrections and post-custody stages. When a young person is sentenced to a custodial term in a correctional facility, the results of the RNA are shared with colony staff and the on-site psychologist and used (perhaps in cooperation with a social worker 'case manager') to create an individualized rehabilitation and early reintegration plan for the youth. With the advent of the RNA, youth will no longer arrive at the colony without the necessary information to begin essential rehabilitative programming. As in Canada, the Russian partners believe that RNA will be used at various intervals during the young person's custodial term, both to monitor the youth's adaptation to life in custody and ensure that rehabilitative and re-integrative programming continues to best address the risks and meet the needs of the child. Another risk and needs assessment of the young person ahead of their release is used to draft an individualized rehabilitation plan for the post-custodial transition. The post-custodial rehabilitation plan is then coordinated at the young person's place of residence through the KDN and monitored by the CIS of the FCS.

In cases where a young person receives a conditional sentence to be served in the community, the RNA provides both the CIS of the FCS, legally responsible for the supervision of conditionally-sentenced youth, and the KDN, mandated to coordinate rehabilitative services, with the information they need to best insure the successful re-socialization and reintegration of the young offender.

**Potential of the Russian RNA Promoted at the National Level.** In June 2008, the successfully adapted RNA methodology was promoted to a wide range of key policy-makers, stakeholders, and youth justice practitioners from across the country at a high-profile conference in Moscow. The conference entitled, "Purposeful Youth Programming: Considering Youth Gender, Rights, Risks and Needs," was jointly sponsored by the YAR Project and the Public Chamber of the Russian Federation and organized with the support of the NAN Foundation. In addition to resuming the national dialogue on introducing legislative changes necessary to establish a comprehensive juvenile justice system in Russia, the event was focused on providing key stakeholders at the national level with information about many of the effective programming options and instruments tested and adopted in the YAR Project pilot regions. The adapted Russian RNA, as well as the various models of case management developed in the pilot regions, featured prominently at the conference and in roundtable discussions, and a brochure, featuring a summary of the Russian RNA methodology and results from the trials, was distributed to all those in attendance. Both the YAR Project's RNA and case management models attracted a significant amount of interest from participants. In addition to informing the process of juvenile justice development at the national level, it is anticipated that exposure to the RNA instrument at events like these will result in the replication of these models in other reform-minded regions across the country.

***A Strong Desire to Continue to Russian-Canadian Cooperation.***

Both the Russian partners and the key Canadian advisor for the RNA development, Robert Hoge, have expressed a keen desire to continue to work together as the roll-out of the RNA instrument gets underway. As stated by Sergei Shipshin, co-coordinator of the Russian RNA workgroup: “We would really like to continue our partnership with the YAR Project and Canada, particularly at this stage when we’ve come so far. We have laid the foundations of the RNA, but now as we begin to roll-out the technology and train the necessary specialists we could really benefit from further cooperation with Canadian experts, such as Robert Hoge, to work out the finer details and practical issues which are bound to arise. There is still very important work to be done, particularly if we intend to introduce this instrument throughout the country, and we know that there is so much more we can learn and build upon from the Canadian experience.”

*“The RNA is the single instrument which unites all agencies and specialists in a systematic approach to juvenile justice that is in the best interests of the child... This instrument will enable us to better coordinate the successful passage of the youth through the juvenile justice process – right from the early preventative stage all the way through to post-custodial rehabilitation.”*

**Dr. Sergei Shipshin,  
Co-Coordinator of the RNA Workgroup.**

## **Pilot Project Progress in the Sphere of Case Management by Region**

### **A Focus on the South West District of Moscow: A Case Management Centre of Excellence.**

#### **Achievements of the SWDM Probation Pilot in the Field of Case Management**

- The development of an innovative and replicable model of ‘probation’ that has significantly improved the ability of local agencies to provide targeted, rights-based rehabilitative support and uninterrupted supervision to conditionally-sentenced and post-custodial local youth as well as those registered with the local KDN for administrative infractions. This model is serving to inform the development of similar services throughout the city as well as acting as an example of reform of the system on a nation-wide basis.
- The pilot has played a key role in the successful testing, adaptation, and refinement of the Ontario Risks and Needs Assessment instrument introduced through the project for use in the Russian context.

The probation services pilot in the South West District of Moscow (SWDM) has emerged as a Centre of Excellence in the sphere of Case Management. Over the course of the project, the pilot has committed itself to developing diagnostic and rehabilitative tools in support of a system of continuous supervision and care for the region’s conditionally-sentenced and post-custodial youth, as well as to minors registered with KDN for administrative offences. The SWDM team has excelled at building institutional partnerships between agencies that are critical to the development and sustainability of the emerging case management model, including: the KDN; the Criminal Inspection Service of the Federal Corrections Service, courts, youth colonies, rehabilitation centres; and other various support agencies.<sup>57</sup> Furthermore, the SWDM pilot, in cooperation with YAR Project partners in

<sup>57</sup> For a discussion of the elements of case management introduced to the courts through YAR’s SWDM Courts pilot



Rostov and Kaliningrad, has taken the lead in the successfully adapting the Ontario Risks and Needs Assessment instrument introduced through the project to the Russian context.

***The Development of an Innovative Probation Model for the SWDM.*** The probation pilot in the SWDM has succeeded in developing a replicable model of case management that has drastically improved the capacity of local agencies to provide targeted, rights-based rehabilitative support and uninterrupted supervision to conditionally-sentenced and post-custodial local youth as well as those registered with the local KDN for administrative infractions. In essence, the model involves the CIS and KDN in the Lomonosov region of the SWDM referring the young people in their care to the pilot project's team of specialists at the Kvartal Rehabilitation Center. Kvartal then conducts risk and needs assessments of each child, develops recommended individualized rehabilitation plans for them on the basis of the criminogenic factors and cognitive behavioural issues identified through the assessment, and provides the local KDN with a referral list of qualified organizations and professionals in each young person's area who can be engaged in their rehabilitation process. The KDN is then responsible for coordinating the implementation of the rehabilitation plan with the recommended agencies while the CIS monitors the young person's progress in the program and adherence to any probation conditions. In cases where the child resides within close proximity to the Kvartal Center, the pilot's team of specialists offers comprehensive rehabilitative services in addition to diagnostics. The major achievements of the project are explained in greater detail below.

***Establishing Effective Partnerships and Shifting the Focus of Youth Justice Agencies from Punitive to Rights-Based Approaches.*** The very first step in developing the pilot project was the establishment of partnerships with both the local CIS and KDN in the Lomonosov region of SWDM. Establishing and nurturing good working relations with these two agencies, which under current legislation are respectively responsible for the supervision and coordination of rehabilitation plans for conditionally-sentenced and post-custodial youth, has been a critical component of the pilot's overall success. Not only has the pilot assisted the two agencies in improving the practical administration of young offenders' cases, by conducting individualized diagnostic assessments, developing recommendations for rehabilitation plans, and introducing them to more effective mechanisms for sharing information, but has also succeeded in changing these agencies' overall normative approach to the young people in their care.

Before the pilot's intervention, the CIS and KDN relied on punitive and ineffective measures in dealing with juvenile offenders, which neither addressed the specific criminogenic factors of each young person, nor provided them with the targeted rehabilitative support necessary for their successful reintegration into society. However, through their participation in the pilot, these agencies have gained both an understanding of and commitment to using rights-based rehabilitative approaches in their interventions with youth in their care. The local CIS and KDN have become supportive partners in the development of a local system of probation. They share information on conditionally-sentenced, post-custodial juveniles and youth registered for administrative offenses in the SWDM with the pilot team at the Kvartal, and are willing to use the assessments and rehabilitative recommendations developed by pilot's team of psychologists. The pilot team has gained the trust and respect of officials in these agencies, which has enabled them to propose further measures to improve the quality and coordination of services offered to youth through the KDN and CIS.

Indeed, the Kvartal Centre's team of specialists have partnered with a number of municipal and non-governmental organizations in the region to deliver professional development trainings and present the best practices and programming of the model of case management developed through the YAR pilot to a wide-range of policymakers and stakeholders within the Lomonosov municipal region

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please refer to the courts section of this publication.



and other areas of Moscow. These highly successful cooperative trainings were endorsed by the Lomonosov municipal authorities and resulted in the signature of a number of bilateral agreements of cooperation between the municipality and pilot project partners to officially provide social and psychological services for local youth and families in need. These agreements have significantly improved the quality and accessibility of the local rehabilitative network for youth at risk and their families who are now in a position to benefit from a wide range of municipally-supported services, such as: addictions treatment, family therapy, parenting training and support, anger management programming, effective communication training, and personal growth counseling. Currently, the pilot team and their regional partners offer bi-weekly training seminars for KDN staff, CIS inspectors and psychologists, teachers, police officers, and other interested service providers on a range of topics relevant to improving the quality and continuity of rights-based rehabilitative and supervisory support to young offenders and youth at risk in the region.

The pilot has also worked very closely with the local CIS and KDN in the development of the Russian RNA instrument and methodology, seeking their expert input and providing them with updates and provisional training in the evolving instrument at every stage. Direct participation and buy-in on part of the CIS and the KDN have been critical as these two agencies will be the primary users of the final product. Representatives from these agencies understand the benefits of using the RNA and are committed to using the finalized Russian RNA as the standard tool for assessments of youth in their care and in the development of their individualized rehabilitation plans. Now that the instrument and manual have been fully adapted, the SWDM pilot is set to begin intensive training staff and arrange for the gradual transfer of risk and needs assessment functions from the Kvartal centre to the relevant agencies in the youth justice system, such as the KDN and CIS.

***The Provision of Effective Assessments and Development of Targeted Rehabilitation Plans for Local Youth at Risk and Young Offenders.*** Over the course of the project, the Kvartal Centre has successfully managed to provide risk and needs assessments and developed targeted rehabilitation plans for 130 young offenders referred to them by the local CIS and 47 youth registered with the KDN for administrative offenses and recommended to the pilot directly by the agency. The Kvartal pilot team, consisting of psychologists, medical professionals, and social workers, used adaptations of the RNA tool introduced through the YAR Project along with their own instrumentation to determine the specific criminogenic factors of each youth. These assessments are then used to develop targeted rehabilitative plans, in consultation and agreement with the young person themselves, which address the specific risks and needs of the minor and involve programming that best fits their individual learning style and personality.

Through these assessments, the pilot identified six major risk factors common to the vast majority of youth that required special attention. As such, the pilot's team of specialists developed a series of rehabilitative programming options which specifically target these six major reoccurring risk factors, namely: 1) Effective Communication Training; 2) Anger Management; 3) Addictions Treatment; 4) Family Therapy and Parenting Support; 5) Mediation, Reconciliation, and Restorative Justice Measures; and 6) Personal Growth and Motivation Training. Youth who undergo rehabilitation through the Kvartal Centre benefit directly from this new programming, while those who live outside of the Centre's catchment area are referred through their individualized rehabilitation plans to organizations in their local community that offer similar programming or have been trained in programming methods developed by the pilot.

In fact, a database of support services and rehabilitative programs available to youth in the local community was created as part of the pilot project. The database, which is ranked according to the quality and success rate of services of organizations, is constantly being revised and is used by the pilot in drafting the referrals to outside services for youth in their individualized rehabilitation plans.

*“In order for instruments like the RNA to work and, indeed, the entire system of juvenile justice to function we must change the repressive mentality that permeates many of the individuals and organizations working with youth at risk. For example, the KDN is an absolutely critical institution in the development of juvenile justice in Russia, but it is still operating according to laws that were drafted in 1967, under totally different social, economic and cultural circumstances. There is a lot of potential in the KDN – with so many qualified specialists - but the ineffective tools and normative purpose of the agency have to change. Instead of using the KDN as a forum to punish, scold, and fine local children and their parents, these committees should be used to offer support for young people in need, address the underlying causes of their deviant behaviour, and provide them with a plan to get back on the right path in life.*

*“The development of the RNA instrument has been a key focus of our pilot project. It has truly been a colossal endeavour - the translation and the adaptation of the RNA to the Russian legal and normative reality, as well as testing its accuracy through the case studies with young people - but all this work has been well worth it....Now that the instrument has been adapted we will focus on rolling-out the RNA on a wider scale by training staff in the CIS to fill it out and the KDN to interpret it in their daily work with youth... This instrument is absolutely central to the development of probation in the Russian Federation. Just using it creates a shift in the mentality of practitioners working with young offenders from a repressive to a rehabilitative one. Without it the whole system [of case management] falls apart, but with it we can bring together all of the necessary agencies and services into an efficient system to ensure that young people receive the support and rehabilitation they need to get back on track.”*

**Aleksandr Dreizin.**

According to Dr. Dreizin, “Ensuring that these youth receive treatment in their home community is critical to the success of their overall rehabilitation.”

***The Assured Sustainability and Replication of the SWDM Probation Model.*** Indeed, the case management model, developed by the pilot in coordination with youth justice agencies in Lomonosov region, has attracted the attention of policy-makers throughout the nation’s capital. In September 2007, the pilot’s probation model received official recognition from the Lomonosov municipal council, which supported the adoption of an interdepartmental decree which outlines the responsibilities of all local agencies involved in the rehabilitation of young offenders.

Furthermore, the pilot has already established formal agreements with KDNs in two other municipalities in the SWDM, namely the Obruchevskii and South Butovo regions, to replicate the probation model created through the pilot project. In addition to the creation of a rehabilitation service database for the South Butovo region mentioned above, the pilot project team has begun to provide trainings to KDN staff in both regions in rights-based juvenile technologies, the adapted Russian RNA, improved information-sharing mechanisms, improving coordination of rehabilitative services at the local level, and other experiences developed through the YAR pilot project.

These important agreements at the micro-regional level coincide with an overwhelmingly positive trend in Moscow, which bodes well for the replication of the SWDM probation services model and other fundamental elements of juvenile justice developed through the YAR Project. In August 2008, a multipartite agreement of cooperation on the development and funding of juvenile justice in Moscow was signed between the Government of Moscow City, the Moscow City Court, the Ministry of Interior at Moscow City Level and the FCS in Moscow.<sup>58</sup>

<sup>58</sup> More information on this agreement, including the groundbreaking decision to fund the placement of two social worker aides to the judges for cases involving minors, can be found in the Courts section of this publication.

The agreement represents a major breakthrough, providing the high-level interdepartmental cooperation necessary for the development of a holistic juvenile justice system across the entire city of Moscow. The document provides a legal foundation for the KDN to start submitting assessments of youth and their families at the early stage of investigation conducted by the police and the prosecution, which will support the further expansion of the current system of case management along the lines of what is being developed in Chuvashia.

According to the Russian partners, the successful probation and court models developed in the YAR Project's two SWDM pilots played a major role in convincing these key stakeholders of the necessity of reforming the system of youth justice in Moscow. Indeed, several elements of the case management model already developed in Lomonosov region are slated for replication as a result of this agreement and Moscow's Vice Mayor, Lyudmila Shvetsova, has repeatedly pointed to the YAR pilot projects in the SWDM as ideal models for the further development of juvenile justice in the city. Furthermore, the Russian partners are optimistic about the probability of introducing the newly refined RNA methodology as the standard inter-agency instrument for the coordination of youth cases referred to in the agreement. The agreement also called for the creation of an "Interdepartmental Working Group for the Development of Juvenile Justice" under the auspices of the Moscow City Department for Family and Youth Policy, Moscow City, which YAR Project advisor, Oleg Zykov, was asked to join. As a distinguished member of this workgroup, Dr. Zykov will be in a position to advocate for the introduction and development of other aspects of the models developed by the YAR pilot projects, such as the RNA, throughout the city of Moscow. Additionally, the SWDM, recognized as the regional leader in the sphere of juvenile justice, has received additional funding from the Moscow City Social Program to improve the models already developed through the Project.

***The Refinement of the Risk and Needs Assessments Instrumentation.*** In addition to serving the rehabilitative best interests of the youth involved, the Kvartal assessments, along with trials in the other participating regions, were used to test and successfully refine the Canadian Risks and Needs Assessment methodology to fit the social, legal, and institutional Russian context.<sup>59</sup> Before the YAR Project introduced the RNA to the Russian partners in the spring of 2007, the Kvartal Centre was conducting assessments according to an internally-developed instrument. While the tool did enable the Centre's specialists to successfully evaluate the criminogenic factors of youth, it also suffered from two major weaknesses. First of all, the assessment was strictly based on the high-quality but limited research conducted by the pilot project leader, Dr. Dreizin, and therefore, required further trial examination by peers and major refinements to be accepted as a inter-agency document. Secondly, Dr. Dreizin's assessment was based on highly complex psychological methodology, which could not be easily adapted for use by primary stakeholders in the case management model, such as CIS and KDN staff.

As the co-coordinator of the Russian RNA Workgroup and lead researcher for the RNA refinement trials carried out through the Kvartal Centre, Dr. Dreizin has played an instrumental role in the successful adaptation of the RNA to particular context and needs of the Russian Federation. Having come to the table with a wealth of experience from earlier assessments, Dr. Dreizin and his team of specialists were able to ensure that the adapted RNA benefited from the best of Canadian and Russian approaches. The newly refined Russian RNA has been proven to deliver highly accurate criminogenic assessments of youth which are relevant to the Russian and community-specific context and presented in a user-friendly format that can be easily interpreted and used by all agencies involved with young offenders throughout the case management continuum.

<sup>59</sup> For a more detailed discussion about the adaptation of the RNA through the YAR Project please refer to the discussion in the first part of the Case Management section of this publication.

*“The key Canadian input in the development of the system of probation in the SWDM is the RNA. This instrument has tremendous potential, not just here, but throughout the entire country.”*

**Sergei Polyatikin, pilot project leader for the SWDM Courts pilot.**

## **II. A Focus on Rostov Oblast: Canadian Principles and Instrumentation in the Sphere of Case Management Enable the Pioneering Region to Significantly Improve its Model of Juvenile Justice.**

### **Major Results of the Rostov Oblast Pilot in the Development of Case Management**

- The introduction of case management principles and instrumentation adapted to the Russian context significantly improve the capacity of courts and other youth justice partners in Rostov to provide coordinated and effective rights-based services and support to young offenders.
- Specialized training for employees of the Rostov Division of the Federal Corrections Service in support of the development of a viable system of probation and parole for young offenders in the region.
- The establishment of the country’s very first ‘parole court’ in the city of Azov. This innovative model court has taken on a leadership role in coordinating the resources and efforts of all relevant agencies and community partners to ensure the effective rehabilitation and reduced recidivism of youth granted a court-ordered conditional release from the Azov colony. Replication of the ‘parole court’ model has already been seen in the partner region of Bryansk and is expected in other parts of the country as well.
- A key partner in the testing, adaptation and refinement of the risks assessment instrumentation for use in the Russian Federation.

In Rostov Oblast, a pioneering region in the development of specialized youth courts in Russia, the YAR Project has assisted the pilot project team and regional stakeholders in mobilizing Canadian principles and instrumentation of case management to improve the quality, appropriateness and continuity of services and support offered to young offenders. Given the undisputed leadership of the Rostov Oblast Court in the development of the regional juvenile justice model, it is rather unsurprising that the courts play a pivotal role in all youth service initiatives. However, as a result of Canadian input and technical assistance supported by the YAR Project, there has been a major shift in redefining the role of courts in Rostov’s juvenile justice system. Through exposure to the Canadian youth justice model and training in Canadian principles and best practices of case management, pilot project stakeholders in Rostov have come to realize that courts are only one element of an emerging juvenile justice system and that in order for the decisions of the specialized juvenile courts to be effective and in the best interests of the child, the coordinated involvement of all relevant youth justice, social support and community partners is required.<sup>60</sup> The Russian partners in Rostov have played an indispensable role in the refinement and adaptation of the risk and needs assessment tool to the Russian context and have used this instrument and project-supported capacity-building trainings in case management to significantly improve the coordination of services for youth at risk.

<sup>60</sup> For a further discussion of the role of the YAR project in improving the capacity of courts in Rostov Oblast to best serve the needs of young offenders please see the Courts section of this document.

Some of the major accomplishments of the Rostov pilot in sphere of case management are discussed below.

***Improving the Capacity of Courts and Other Youth Justice Partners to Provide Coordinated Effective and Rights-Based Services and Support to Young Offenders.*** The case management approaches and instruments promoted through the YAR Project have been integrated into the daily work of the region's growing network of specialized juvenile courts as well as by corrections, social support and other important youth justice partners. Judges from the now twenty-nine regional criminal courts working with juvenile methodologies actively rely on the assessments and recommendations developed by the social worker aides during trials and in developing appropriate sentencing and rehabilitation options for youth. Courts now also engage a wide-range of support agencies in the administration of rehabilitative custodial and non-custodial court ordered sentences.

The use of the draft RNA methodology in four of the region's model juvenile courts during the trial period proved to significantly enhance the position of the social worker aide to the judge and to improve the ability of judges to come to informed decisions and develop coordinated rehabilitative sentencing options that effectively address the needs and recidivist risks of particular youth. Now that the final Russian risks assessment methodology has been developed and targeted training in the use of the instrument in the region's other specialized juvenile courts has begun, it is expected that judges will begin to rely on the results of the tool in devising sentences that include an individually-tailored rehabilitation-oriented case management plan that meets the risks and needs of each child and is administered in coordination with other youth justice and community partners.

The country's very first 'parole court' in the city of Azov, which was first conceptualized during the Rostov Community Justice Consultations in 2007 and inspired by the Canadian model of parole presented to the Russian partners through the YAR Project, will likewise operate according to many of the case management strategies and tools introduced through the project. The newly refined RNA will be used by the model 'parole court' as the primary inter-agency tool for the development and administration of rehabilitation and supervision plans for youth conditionally-released from custody. This innovative model court, much like the specialized juvenile courts already operating in the region, will take on a leadership role in coordinating the resources and efforts of all relevant agencies and community partners to ensure the effective rehabilitation and reduced recidivism of young offenders, in this case those who are being granted a court ordered conditional release from the Azov colony.<sup>61</sup>

The pilot project has succeeded in bringing together multiple players of the youth justice system with the goal of developing effective rights-based services and support for young offenders. To that end, an inter-departmental Coordination Council was established under the auspices of Rostov Oblast court, with members from the Prosecutors Office, the courts, the police, the Ministry of Education, the KDN, the Rostov Oblast Division of the Federal Corrections Agency and other key agencies and partners. Council members continue to work together on the development of a more holistic model of juvenile justice in the region, including through the introduction of principles of case management introduced and developed through the YAR Project.

Outside of the Coordination Council, the pilot and its partners have likewise played a critical role in advocating for and influencing the direction of reform of the regional justice in relation to youth, including through the provision of on-going training and professional development for youth justice and social support specialists in the key juvenile principles, methodologies, and instrumentation supported and developed through the YAR Project.

<sup>61</sup> For more information on the model "parole court" being developed in Azov, and related developments in the Bryansk pilot region, please refer to the Post-Custody section.



For example, the YAR Project has supported the pilot project team in the provision of specialized training to employees of the Rostov Division of the Federal Corrections Service in support of the development of a viable system of probation and parole for young offenders in the region. Much like the specialization of judges in the particular rights, risks, and needs of children is critical to the successful development of juvenile courts, targeted training for corrections employees, whether they be working in a youth colony or as an inspector with the CIS, is essential to ensuring that young offenders receive the necessary case management support, supervision and rehabilitation throughout the juvenile justice continuum.

According to the Russian juvenile justice champion and YAR Project advisor, Judge Elena Voronova, before the project's involvement in the region, the lack of specialization of corrections employees in dealing with youth and minimal exposure to juvenile justice practices presented themselves as a serious barriers to the ongoing reform of the regional justice system in relation to youth: "A major problem in Russia as a whole is that those working for the Federal Corrections Service are not specifically trained to deal with minors. Everyone who works with the agency, whether it be with adults or with minors, gets the same training. Even though there are separate colonies for adults and youth, this is still a major problem in terms of the conditions and regime in youth colonies as well as in the staff's relations towards youth - their rehabilitation and the protection of their rights. Outside of the colony system there is absolutely no separation of officials. An inspector with the CIS who is dealing with those serving their sentences in the community would have both adults and youth in their workload. Furthermore, they lack necessary specialized training and understanding of child psychology to successfully work with these children. It was thanks to the YAR Project that corrections officials were exposed to and trained in juvenile methodologies for the first time, including in the institution of probation/parole. Many of the events held through the Rostov pilot project were focused on seminars and trainings for these individuals. There has been a great interest from the side of Federal Corrections Service to participate in these trainings, and as soon as we started to train them in the Canadian juvenile justice methodologies presented through they project we saw an intense desire on their part to put their newly-gained experience into practice. The Canadian experts played a major role in this regard. [Ontario probation expert] David Taylor brought a great deal of very useful adapted and translated materials to the project for the corrections specialists in Rostov Oblast which have improved the understanding and practices of corrections employees in relation to minors and minors' affairs. Likewise the involvement of [Canadian youth justice specialist] Robert Lutes was influential in highlighting the ways in which the court could successfully link itself to the system of probation... In fact, I would say that one of the most important Canadian inputs presented through the YAR Project has been the introduction of and training in the Canadian model of probation/parole and the necessity of specialization of corrections officials working with youth."

*"In Rostov Oblast, key players such as the Oblast Court and Corrections Service (FCS) are already on-board, so there is no doubt about the implementation of the RNA proceeding, at least on the regional level. And there is great potential for the instrument to be rolled-out at a national level as well. It is really a key tool, beneficial to all parties involved in youth justice, which quite simply helps them to do the job they are supposed to be doing."*

**Sergei Shipshin,  
Co-Coordinator of the RNA  
Workgroup.**

The integration of local KDNs into the region's emergent case management model has likewise been supported by the trainings and capacity-building activities. Over the course of the project, the KDN has emerged as the most visible 'case manager' in the region, responsible, either through its

**An Interview with Judge Elena Voronova on the Key Role of the Adapted RNA in the Development of an Integrated System of Case Management in Rostov Oblast and the Country as a Whole.**

*“The RNA is the most critical component of the system of case management we are developing and the one instrument that unites all agencies at all stages of the juvenile justice system. When we were first exposed to this tool [through a YAR study tour] in Canada, we immediately recognized its potential in Russia and asked for the tool to be brought in as a major element of the project. AUCC has been critical to the development of case management in Russia. The YAR project has supported us through the entire process of developing this tool for use in the Russian Federation... such as providing us with access to Canadian experts...”*

*“The Project - and the RNA instrument with it - has been critical in highlighting the importance of, and indeed fostering, inter-agency cooperation and the concept of case management in Rostov Oblast....During the process of developing the RNA we made a point of inviting all of the potential users of the instrument to take part in informational seminars and roundtable discussions. We wanted them to be able to add their input, give us suggestions for improvement and to really see the importance of the interdependency of the agencies in relation to the instrument – to understand that the tool is part of a process that depends on the input of all actors. Of course, all of this has paid off, we have significant support for the RNA in the region, which has been recognized as the single document that will follow the youth throughout the entire [juvenile justice] process and unite different agencies – from the early stages, to administrative offences, to courts, in the colony, and through the rehabilitation/re-socialization process....From my perspective, the RNA could very well become the key model of case management for all of the Russian Federation.”*

own initiatives, or by order from the judge for managing programs of rehabilitation for youth and connecting them to the services available in their respective communities.

**A Key Partner in the Development of the Adapted RNA.** The pilot project partners in Rostov Oblast have played a major role in the successful adaptation of the Canadian RNA instrument and methodology to the Russian context. Sergei Shipshin, the Deputy Head of the Southern Regional Center for Judicial Expertise of the Russian Ministry of Justice and Director of the YAR Project supported “Laboratory for Support of Juvenile Justice in Rostov Region,” along with SWDM Probation Pilot leader, Alexandr Dreizen, serves as a co-coordinator of the Russian RNA Workgroup. In fact, the RNA workgroup consists of four other Rostov experts in addition to Dr. Shipshin, namely: Elena Voronova (Judge of the Rostov Oblast Court, Juvenile Justice Champion, and YAR Project advisor; Olga Shipshina (Expert from the South Regional Center for Judicial Expertise); Larisa Geidenrich (Expert from the Center for Medical and Social Support in Rostov); and Tatiana Pavlova (Head of the Interregional Psychological Laboratory of the Corrections Service (FCS)). Over the course of 2008, the adapted RNA methodology was tested by Dr. Shipshin and this group of Rostov colleagues in over 230 cases with young offenders throughout Rostov Oblast, including conditionally sentenced, custodial, and post-custodial youth.

The Rostov RNA trial results were impressive, showing the adapted instrument to be a highly effective assessment tool for youth charged with both violent and non-violent offenses and involved at various stages of the juvenile justice system. A separate study, conducted by Olga Shipshina through the Centre for Judicial Expertise, compared the quality of assessments of young offenders derived from the adapted RNA with those arrived at through a complex psychological instrument developed by the Centre. The study showed that the two methods produce equally high quality

assessments of the individual risks and needs of young offenders, with the advantage of the RNA being that it can be used and read by youth justice professionals who do not possess a background in psychology.

Today the successfully adapted RNA is beginning to be rolled-out in Rostov Oblast through extensive training of specialists at all stages of the juvenile justice continuum who will be using with the instrument in their work with youth, including: judges; social worker aides to the judges; Ministry of Education psychologists; members of the KDN; corrections service inspectors; colony staff; rehabilitation service professionals; and others. An agreement was reached with the Russian Academy of Justice in Rostov to offer training in the RNA to a wide range specialists through the Faculty of Professional Development. Starting in December 2008, the instrument began to be introduced for use in all of the region's twenty-nine courts working with juvenile methodologies, with targeted training throughout all the other major youth justice agencies to follow. According to Dr. Shipshin and other Rostov members of the RNA Workgroup, the long-term sustainability of the RNA as the primary inter-agency tool for the management of the cases of young offenders in the region is assured; and, just as in the sphere of specialized youth courts, the region plans to promote the success of the adapted RNA instrument and other advances in the sphere of case management gained through participation in the YAR Project to policymakers and stakeholders throughout the country.

### **III. A Focus on Chuvashia: The Development of a Comprehensive Regional Model of Case Management.**

#### **Major Results of the Chuvashia Pilot in the Area of Case Management**

- The development of a comprehensive model of case management model which unites key agencies and organizations in the provision of services, support and supervision for young people at all stages throughout the juvenile justice continuum, and emblematic of the principles, best-practices, and tools of case management promoted through the YAR Project and adapted for use in the Russian context.
- Initial roll-out of the model at the city-wide level with anticipated expansion throughout the Republic.
- A proven track record for attracting outside funding from both international and domestic donors in support of the sustained development of the YAR pilot's innovative model of case management in Chuvashia.

The pilot project team from Chuvashia has mobilized the Canadian technical assistance and adapted RNA instrumentation provided through the YAR Project, as well as the experiences of other YAR pilots in the area of case management, in the development of a unique and comprehensive model of case management. Initially, the pilot project in Chuvashia was focused on providing support to the region's post-custodial youth.<sup>62</sup> However, it quickly became apparent to the pilot team that an effective system of post-custodial care could not be supported in the long-term without the establishment of a comprehensive system of case management and concomitant multi-stakeholder coordination at the regional level. Indeed, the pilot team has succeeded in constructing a holistic case management model which unites key agencies and organizations in the provision of services,

<sup>62</sup> For more information on the model of post-custodial care developed by the YAR pilot project in Chuvashia please refer to the Post-Custody section of this publication.

support and supervision not just for post-custodial youth, but for young people at all stages throughout the juvenile justice continuum. The model is emblematic of the principles and best-practices of case management promoted through the YAR Project and its ongoing evolution will serve to inform the process of reforming the justice system in relation to minors at the nation-wide level.

***The YAR Project Strengthens the Capacity of Partners to Build a Comprehensive Model of Case Management in Chuvashia.***

According to the pilot project team and regional partners, the YAR Project has played an instrumental role in building the methodological and multi-stakeholder capacity needed to develop the current model of case management in Chuvashia. Project-supported capacity-building activities have supported the pilot in galvanizing the region's key policy makers and juvenile justice partners to cooperate in the establishment of a comprehensive model of case management. On-going targeted technical assistance provided by the YAR Project advisor and Canadian Case Management expert, Gail Steeds, has played a critical role in supporting the development of a holistic multi-sectoral case management model that ensures constant rehabilitative support to youth throughout their involvement with the formal criminal justice system based on standardized inter-departmental approaches to information sharing and assessment tools such as the adopted RNA.

*"The progress made in the development of juvenile justice in Cheboksary is a direct result of the initiative and energy of Yuri Sadochnikov [YAR Pilot Project Leader for Chuvashia] and the Chuvashia NAN team. As a result of the inter-agency agreement secured through their efforts, we can really start to push ahead."*

**Ruzaliya Sharafutdinova,  
Head of the Division of  
Minor and Youth Affairs of  
the Prosecutors Office of the  
Republic of Chuvashia.**

*"It is apparent that the pilot work group is forging ahead in developing and refining this [case management] model and will be well positioned once the legislation is enacted.... It is a comprehensive model that should prove to be quite successful at reducing recidivism as it targets intervention at every point that a youth at risk may present in the continuum."*

**Gail Steeds,  
YAR Project advisor, Probation  
Manager, Ontario Ministry of Children,  
Family and Youth Services.**

At every step, the YAR Project has assisted the pilot team in its efforts to unite the region's policymakers, agencies, and professionals involved in working with youth at risk behind the development of a multi-sectoral model of case management and overall system of juvenile justice in the Republic of Chuvashia. In fact, in September 2008, following a series of YAR Project capacity building activities aimed at improving the quality of multi-stakeholder coordination in the area of case management in Chuvashia, the pilot succeeded in securing a formal multipartite agreement on the development of a system of case management in Cheboksary, the capital city of the Republic of Chuvashia. The new model is based on the guiding principles, methodologies, instrumentation promoted through the YAR Project

and adapted to best suit the local context through open roundtable negotiations between the pilot and all involved institutions on the basis of an equal partnership. The document was signed between the local branch of the NAN Foundation, which is the executing agency of the YAR pilot project in Chuvashia, and the Republic's Supreme Court, Prosecutor's Office, Ministry of Internal Affairs, Corrections Service, as well as the municipal administrations of the three regions of the city of Cheboksary and the Corrections Service of the Republic of Marii El.<sup>63</sup> In order to advance the

<sup>63</sup> Young male offenders sentenced to custodial terms in Chuvashia are sent to the Novotriotskaya youth colony in the neighboring Republic of Marii El because the Republic of Chuvashia does not have its own youth colony. As such, including the Corrections Service of the Republic of Marii El in the agreement, which is responsible for overseeing the administration of Novotriotskaya colony, was critical to ensuring the development of a holistic case management model in the region.



development of this innovative model, the YAR Project also funded a seminar on the development of a formal protocol of interdepartmental cooperation attended by representatives from all of the agencies and organizations involved in the administration of case management system. At this important event partner agencies were able to capitalize on the experience gained from previous YAR capacity building activities in order to: develop protocols for the collection, retention and exchange of information; agree on a unified approach for use of the Social Support Document and RNA in the case management continuum; and establish a process for the development and implementation of rehabilitation plans.

***A Comprehensive Approach to the Development of Case Management in the Republic of Chuvashia.*** The case management model developed in Chuvashia is distinct from those in the SWDM and Rostov pilots, with interventions beginning at an earlier point in the juvenile justice continuum. Instead of intervening at the trial phase, the Chuvashia case management model initiates assessments of youth at the early stages of the investigation by police (for youth accused of a

criminal offense) and by the KDN (for youth facing administrative charges and those accused of a criminal offense but who have not reached the age of criminal responsibility which is between 14 and 16 years of age, depending on the type of offense). The pilot's trained social workers, who have taken on the primary role in the management of cases of local youth facing charges for criminal and administrative offences, have been introduced as full-fledged committee members of the local KDNs in the city of Cheboksary. The official position of the 'case manager' within the KDN has been a critical element of the new model's success. First of all, from within the KDN, the 'case manager' is in a better position to coordinate with local partners to ensure that the provisions set out in the individualized rehabilitation plans for youth are met. Furthermore, as members of the KDN, the pilot's social workers are able to formally submit individualized youth assessments as certified documents to investigators (for criminal cases) and as internal documents (for cases being reviewed by the KDN itself). This in turn ensures that sentencing and interventions can be made on the basis of a young person's criminogenic risks and needs and in the best interests of their rehabilitation and reintegration.

*"In developing the model, we held roundtable discussions with all of the potential big players. We didn't want to present them with a 'fait accompli.' Instead, we made all of these agencies equal partners in the design of an effective case management model which has worked out to everyone's is benefit... All of the agencies involved are finally getting the detailed information they need about the young person. The quality of decisions being made in relation to minors has markedly improved and are now focused on serving the best interests of the child. Furthermore, the workloads of these agencies have actually been reduced because the process of information collection and sharing has been streamlined... Really, we couldn't have hoped for a better result."*

**Yury Sadovnikov,  
pilot project leader in Chuvashia.**

According to the pilot project leader, the decision to introduce the youth assessment at the investigatory stage arose as a matter of necessity. "We wanted to ensure that the judges were as well-informed as possible about the individual situation of the youth, so that they could use this information and our recommendations to come to a ruling that would be in the best interests of the child's rehabilitation and reintegration into society," explains Yury Sadovnikov of the Chuvashia Branch of NAN. "But when we first tried to introduce the Social Support Document for Young Offenders (SSD) into the courts, it turned out that the judges were not ready to cooperate with us, because we had not reached an agreement with the prosecutor. We realized that we would have to find a way to intervene at an earlier stage and to work within the existing procedural legislation to



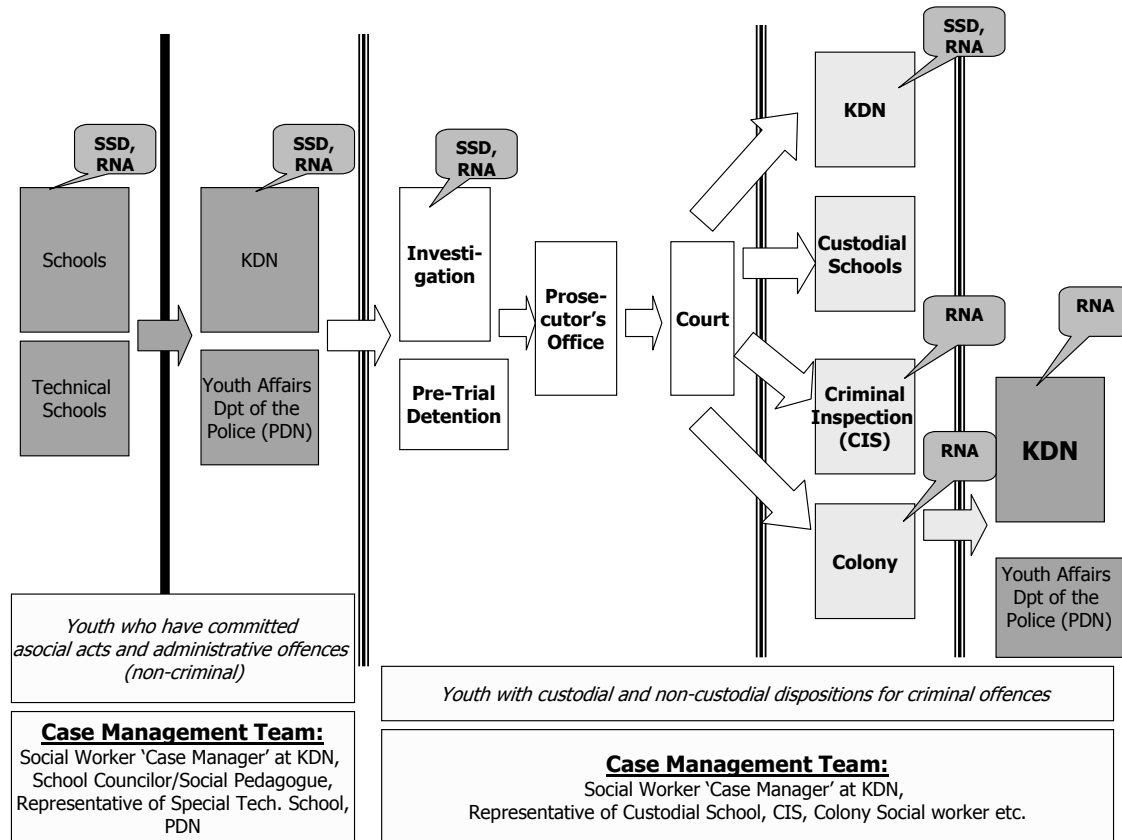
make sure that youth assessments were making it to the courts through official channels. That is when we began to negotiate with the Police Investigation Agency and the Prosecutors Office, about introducing the assessments at the early stages of the investigation and collectively, I think we have come up with a very successful model.”

The major advantage of providing investigators and prosecutors with a detailed assessment of the youth early on in the investigation process is that this information can then be officially submitted to the judge through the prosecutor for review at the pre-trial, trial and disposition stages. This approach, which is in total compliance with current Russian law, ensures that the judge is provided the information, analysis and recommendations necessary to make a ruling that is in the best interests of the young person. In cases where a juvenile is charged with a criminal offense, the case management model works according to the following schemata:

1. When criminal charges are brought against a minor, the investigator asks the local KDN to gather information about the young person for their case. The pilot’s ‘case manager,’ as an official member of the KDN, is in a position to collect the necessary information about the young person’s personal background and criminogenic factors (cognitive behavioural issues, inadequate living conditions, family problems, substance abuse issues, etc...) by accessing existing resources from other agencies and carrying out a personal interview with the youth. If the youth is being held in the temporary detention centre during the investigation, the ‘case manager’ is given permission through the Office of the Prosecutor to conduct an interview within the facility. The ‘case manager’ then uses all the information gathered to fill out the first section of the Social Support Document for Young Offenders (SSD), which provides a detailed analytical assessment of the young person’s situation at the time of the offence. A copy of the SSD is sent to the investigator and the original is kept in a special file at the KDN at the young person’s place of residence. According to the pilot project leader, it is expected that the newly refined RNA will soon be introduced at this earlier stage of the case management model in addition to the SSD. In fact, the ‘case manager’ is expected to use the current SSD to help fill out parts of the RNA.
2. The investigator then attaches the SSD (RNA) to the other documents collected for the criminal case and sends it to the prosecutor.
3. After the prosecutor has analyzed the SSD (RNA) and the other case materials the entire file is presented to one of the regional courts in the city of Cheboksary, all of which now have judges specialize in dealing with criminal cases involving minors.<sup>64</sup>
4. The judge, having received the young person’s file, studies the SSD (RNA). Then the judge invites the ‘case manager’ (as a member of the KDN and in accordance with Decree No. 7 of the Supreme Court of the Russian Federation 14.2.2000) to provide the court with additional clarification regarding questions about the young person’s living conditions, family situation, personal problems, behavioural issues, and other information contained in the SSD (RNA). The ‘case manager’ is also in a position to reiterate the rehabilitative recommendations for the young person indicated in the SSD (RNA). The judge takes all of this critical information into account in making the ruling.
5. The SSD (RNA) is then sent along with the sentence report to the agency or organization responsible for seeing out the young person’s conditional or custodial sentence (the KDN, Special Corrective Custodial School, CIS, or Novotroitskaya Colony). In this way, the specialists at these institutions have the opportunity to analyse the information contained in the SSD and

<sup>64</sup> For a discussion on the development of specialized juvenile courts in Cheboksary, the capital city of the Republic of Chuvashia, please refer to the Courts section of this publication.

**Diagram 1. The Case Management Model Developed in Chuvashia**



use it in the development of an early rehabilitation and reintegration plan for the young offender under their care and supervision.

- Then, depending on the type of sentence, either a trained specialist from the agency responsible for the young offender, the pilot project's 'case managers,' or a combination of the two, use the information contained in the SSD and an interview with the minor to assess their individual criminogenic risks and needs using the adapted RNA.<sup>65</sup> The RNA is then used to develop and Individualized Rehabilitation Program (IRP) for the youth which is agreed to by the local KDN and personally coordinated by the pilot's 'case managers.'

The evolving model envisions the probability of intervening at an even earlier stage through the school system (see left side of diagram). Under this emergent 'preventative stage' of the case management model, assessments of students who have committed asocial acts or display a pattern of deviant behaviour would be conducted by a trained school counselor/social pedagogue in order to develop an individualized rehabilitative plan for the young person which would be coordinated by the KDN and aimed at preventing more serious infractions in the future.

This holistic model of case management, developed under the initiative of the YAR pilot project team in equal partnership with key regional stakeholders, has received significant attention of Russian and international donors. In 2007, the Chuvashia Branch of NAN received an \$80,000 CAD grant through the Russian Federal Government's "Children of Russia" Target Program to

<sup>65</sup> For a detailed explanation of the Chuvashia case management model at the Corrections and Post-Custody stages please refer to the respective sections of this report.

develop the model and other elements of juvenile justice in the Republic of Chuvashia. The European Commission was likewise impressed by the system of case management being developed through the YAR Project in Chuvashia and, since March 2008, has committed itself to co-financing the refinement of the model through a grant entitled “Child Rights Protection – The Future of the Country.” While the current model is being developed within the capital city of Cheboksary, the next stage will be to roll-out the refined model throughout the entire Republic of Chuvashia. Indeed, progress made to date is impressive and has already captured the attention of policy makers and advocates from as near as the neighbouring Republic of Marii El to as far away as the megapolis of Moscow. As the Chuavash model progresses over the next several years it will continue to provide insight to the rest of the country on the centrality of case management to the overall development of a system of juvenile justice.

*“I believe that the model of case management developed in Chuvashia will be in high demand in other regions and at the federal level...The model makes sense according to our procedural legislation and was developed according to the natural process of cooperation between a wide spectrum of partners and agencies central to the juvenile justice system.”*

**Elena Gorodnicheva, Supreme Court Judge in the Republic of Chuvashia.**

## **Two Personal Success Stories in the Area of Case Management:**

*The following are two personal examples of how the elements of case management introduced to the Russian pilot region through the YAR Project are improving the services available to and lives of youth at risk:*

### **Effective Coordination of Government and Community Actors in Rostov Oblast Gives a Promising Youth a Second Chance**

At only sixteen years of age, Oleg was caught stealing a mobile phone and was charged with theft. His case was referred to the Taganrog city court in Rostov region – one of the pilot project’s specialized juvenile courts – and was supervised by a judge’s assistant with social worker functions. As a result of the assistant’s comprehensive assessment, the court was able to offer Oleg a conditional sentence and a chance at build a better life for himself.

Oleg’s assessment was conducted to determine what underlying criminogenic factors might have played a role in his delinquent behaviour, which brought him into conflict with the law. The assessment uncovered many of the difficulties with which this young person had been forced to struggle. Oleg grew up in an impoverished, single-parent household. His father died a few years ago and his mother, who suffered from an addiction to alcohol, quit her job and was unable to provide for the family. He and his mother lived in a run-down, one bedroom apartment. Oleg could not afford the same leisure activities as other youth in the neighbourhood and he found it extremely difficult to study at home because one of the rooms in the apartment’s two rooms was occupied by his mother’s relatives, who settled there without permission. These relatives engaged in binge drinking and were involved in frequent conflicts with the young person and his mother.

As a result of his home environment, Oleg was generally neglected and he decided to leave home and settle in his country cottage with a friend. The living conditions at this new dwelling were also very poor and Oleg was left without any adult care or supervision. Prior to committing the offence, Oleg worked in as a laborer at a local food market. He normally spent his free time hanging out in

the streets in the company of other youth at risk. The assessment identified that the primary cause of Oleg's offending behavior included neglect on the part of his mother and his poor living conditions.

The juvenile court gave Oleg a conditional sentence, which provided him with intense support and supervision. As part of its sentence, the court included a comprehensive rehabilitation program, inclusive of psychological therapy, the provision of financial support, assistance to improve living conditions, support in obtaining an education and a profession, as well as individual-tailored preventive measures that responded to Oleg's personality and needs.

Oleg's individualized rehabilitation and re-socialization program was crafted in a close partnership between the Taganrog juvenile court and experts from the local state institutions responsible for the prevention of child neglect and juvenile delinquency. Oleg attended group psychological therapy and participated in courses at the juvenile court premises, designed to reform asocial behavior and provide youth with a critical understanding of their rights and legal responsibilities. As a result of the coordinated efforts of various agencies, he was admitted to a local vocational college, provided with accommodation in the dormitory, and registered to receive social security benefits. Representatives of the juvenile court, the KDN, police officers, and teachers from Taganrog vocational college performed continuous and systemic monitoring of Oleg's progress and behavior.

As a result of joint efforts of the juvenile court and agencies responsible for the prevention of child neglect and juvenile delinquency, Oleg was able to comply with all conditions specified in his court sentence and has not been in conflict with the law ever since. Oleg has also complied with all of the college's discipline regulations.

In fact, Oleg's college teacher speaks highly of him and the youth has shown good progress in his studies. Oleg is characterized as a quiet young man, with a balanced personality, who is respected by his peers and shows due respect to adults. He is sociable and actively participates in extra-curricular activities at the college, including involvement in various sporting events.

Oleg has significantly benefited from this individually-tailored rehabilitation and support plan. He is committed to making a better life for himself, and the professional and life skills gained through rehabilitation will surely help him to overcome any future difficulties. In addition to his own commitment to succeed, Oleg's story of achievement highlights the importance of coordinated efforts of youth justice agencies and specialists in improving the lives of youth at risk.

### **An Emergent System of Probation in the SWDM Provides Young Offenders with the Rehabilitative Support and Supervision Needed to Get Back on Track**

Seventeen year-old Ilya is an only child. His parents divorced when he was just seven and he now lives with his mother and grandmother. Ilya describes his relationship with his family as "very good" and he considers his mother to be the closest and the most important person to him. He attended a mathematical school and was considered a well-mannered good student. But in grade nine his behaviour suddenly and drastically changed. He began to have frequent conflicts with teachers and he was eventually asked to leave the school before entering the tenth grade.

In April 2007, Ilya was charged with dealing drugs. He was given a five-year conditional sentence and placed 'on probation.' In case of non-compliance with his probation terms, Ilya understood that he would face five years in a secure custody facility. He was examined by a psychologist who found that the teenager suffered from severe mood fluctuations and conformism. The boy made every effort to draw attention to himself and gain respect and recognition from his peers - afraid of their disapproval and being perceived as a failure. Ilya, in his own words, admitted that the reason

he broke the law was that “I couldn’t say no to a friend who asked me to find drugs” and “I wanted to be really cool”.

Ilya was invited to participate in a special program by the YAR pilot project team in the SWDM designed to address the factors that contributed to his offending behaviour. Ilya undertook ten individual sessions with a psychologist from the Kvartal Centre. Over the course of the program, the psychologist examined the teenager’s ability to concentrate, his level of intellectual development and his judgment. As a result of the program, Ilya’s personality has undergone considerable changes. He has developed a more adequate perception of reality and of himself. He said it has become easier for him to communicate with his peers, and that he is more critical of his desires and actions.

Over the course of the program, the pilot project team produced a report, a psychological profile, and recommendations that were incorporated into Ilya’s individually-tailored rehabilitation program administered by the Corrections Inspections Service in cooperation with the local KDN at Ilya’s place of residence. The YAR pilot team also worked with Ilya’s mother, providing her with training on how to effectively communicate with her son. It was also recommended that the mother attend additional group sessions designed for parents of youth at risk.

Having undergone a comprehensive and individualized rehabilitative program, Ilya has committed himself to making a positive change in his life. He is doing very well. Currently, Ilya is a third year student at a theatrical college and is among the top students in his group. He recently had an internship at the Bolshoi Theatre. After graduation, the teenager plans to continue his studies at the university level and dreams of becoming a theater director.





# Part C: COURTS





## Part C: COURTS



### Highlights of the Courts Section

- The development of a separate system of justice for minors, including the establishment of specialized youth courts, is an obligation of the Russian Federation under international law. However, in spite of ongoing attempts to introduce an amendment to the federal constitutional law “On the Judicial System of the Russian Federation,” which would provide legislative support for the development of juvenile courts throughout the country, Russia has not yet established specific federal procedures and courts for juvenile offenders to be dealt with separately under the justice system.
- The YAR project has improved the capacity of its partners to introduce key youth justice reforms into their regional judicial systems and foster greater coordination between the courts and other relevant youth justice stakeholders. Project activities have supported the establishment of specialized youth courts in Bryansk, Chuvashia and Egorlyk in Rostov region and have significantly enhanced the quality of existing court models in Rostov Oblast and the SWDM through exposure to Canadian principles and expertise, in such areas as case management, restorative justice, and non-custodial sentencing options, as well as through the introduction of tools, such as the adapted risk and needs assessment, into court proceedings involving youth.
- The YAR Project has supported the codification of the best practices of the pilots in the sphere of courts through the development of a Case Management Court Proceedings Manual. This document is used not only to support the improved operation of specialized juvenile courts within the pilot regions, but also serves to better inform and advocate for the adoption of critical federal legislation on ‘juvenile justice’ and spur reform in other regions across the country.

**The Major Achievements of the Project in the Area of Courts Include:**

***The South West District of Moscow.*** The pilot's promotion of juvenile justice principles, methodologies, and instrumentation such as the RNA, and the development of the innovative 'social worker case management' model in the region's three pilot 'youth courts,' have inspired and informed reform throughout the city of Moscow, including the agreement from the city to fund the positions of two social workers for each of Moscow's 33 city courts who will work as 'case managers' for juveniles brought through the court system.

***Rostov Oblast.*** With the nation's key policymakers steadily focused on developments in Rostov Oblast, progress made through the YAR Project in Rostov has and will continue to influence the climate for reform at the federal level and in regions throughout the country. Technical assistance and on-going training to youth justice stakeholders provided through the YAR project has enabled the pioneering region to develop a significantly more effective, sustainable, and comprehensive model of juvenile justice that supports the coordination of the courts and other youth justice stakeholders in the provision of targeted individualized rehabilitative and rights-based services and support for young offenders;

The YAR project was likewise particularly influential in supporting the establishment of Rostov Oblast's third model juvenile court in Yegorlysk region, which specializes in restorative justice, and the country's very first 'parole court' in the city of Azov, which was inspired by the Canadian model.

***Chuvashia.*** The pilot team mobilized the technical assistance provided through the YAR Project and experience of other YAR pilot regions in successfully lobbying for the introduction of elements of juvenile justice into the Republic's court system, including the establishment of a pilot 'youth court' in the Moscow District of Cheboksary, which has begun to hear its first cases according to the case management model developed by the YAR pilot project team. The judges now receive risk and needs assessments of youth and individualized rehabilitative recommendations developed by the pilot project's team of trained social workers which are used in court sentencing. Given the Supreme Court's pro juvenile justice stance, it is expected that the successful model being tested in the pilot youth court will soon be replicated in other courts in Cheboksary and throughout the entire Republic.

***Bryansk Oblast.*** YAR Project activities and the efforts of the pilot project team in Bryansk have played a critical role in the establishment of the first specialized 'youth courts' in Bryansk Oblast. Three model courts were opened at the beginning of 2008 on the basis of the successful model developed in Rostov. A separate 'parole court' located which is likewise based on the innovative model developed by the Rostov Oblast pilot partners in Azov through the support of the YAR Project, is set to begin hearing cases at the end of 2008.



The development of a separate system of justice for minors, including the establishment of specialized youth courts, is an obligation of the Russian Federation under international law. However, in spite of ongoing attempts to introduce an amendment to the federal constitutional law “On the Judicial System of the Russian Federation,” which would provide legislative support for the development of juvenile courts throughout the country, Russia has not yet established specific federal procedures and courts for juvenile offenders to be dealt with separately under the justice system. The so-called draft law on the establishment of juvenile courts in the Russian Federation, which was co-authored by YAR Project advisor, Dr. Oleg Zykov, was accepted in its first reading in the State Duma in 2002, but progress has since been stalled. In the meantime, juvenile justice enthusiasts throughout Russia, such as those involved in the YAR Project, have continued to lobby the authorities to support its adoption, while developing elements of juvenile justice at the regional level. Indeed, the YAR Project has played an important role in the sphere of courts, by supporting its partners in the introduction of effective elements of juvenile justice into the existing judicial system. The success of the youth court models being developed in four of the Project’s pilot regions will continue to inform the reform process at the national level.

*“Getting the federal legislation [on juvenile courts] passed was not the key objective of the YAR project. Our feeling was, if we get it great, but if not now, then we will eventually. What is most important is that we continue to develop these models, and that we have the practical experience and the evidence to show that this is the correct path of reform. We already have too many laws in this country that are there on paper but are not executed in practice. Here we are building from the ground up. We are showing that the juvenile methodologies used in these courts are effective, that we need juvenile justice in the country, and that we know how to implement it...The YAR project has played a critical role in establishing new youth court models in Bryansk and Chuvashia and improving upon existing models such as those in Rostov and the SWDM which, along with developments in other regions across the country, will serve to inform the legislation and ensure better implementation when it is finally adopted.... Sooner or later the law will be adopted because there will be no turning back. We are already moving ahead on creating the system of juvenile justice in regions across the country and the law will eventually catch up.”*

**Oleg Zykov, YAR Project advisor and champion of Russia’s Juvenile Justice reform.**

As experts suggest there is a room for improvement within the existing system. In spite of the provision in the United Nations Standard Minimum Rules for the Administration of Juvenile Justice (“The Beijing Rules”) requiring member states to use ‘social inquiry reports’ in court cases involving minors, courts in Russia often review juvenile cases and sentence youth based on limited information about their individual criminogenic circumstances. Information that judges possess during the case review mostly comes from the police and the prosecution, and as such, personal information about the youth is limited and specifically related to the offence. Judges rarely, if ever, receive information regarding the underlying causes of offending behavior and the social and economic conditions faced by a specific youth. Furthermore, courts are not provided with assessments of the specific risk factors and needs of youth.

This lack of personal information about and assessments of youth too often leads to custodial sentences in cases, where non-custodial sentences might be sufficient, more appropriate and responsive to the risks and needs of the child. On the other hand, non-custodial conditional sentences ordered by courts do not include the targeted rehabilitation measures necessary to ensure that the original causes of the offending behavior are addressed and the risk of recidivism is reduced.

**The Use of ‘Social Inquiry Reports’ in Court is a Fundamental Principle of Juvenile Justice**

According to the “The Beijing Rules” social inquiry reports (i.e. pre-sentence reports, risk and needs assessments, and social support and rehabilitation documents) are an indispensable aid in legal proceedings involving juveniles. Article 16 of the document requires member states to ensure “that in all cases... before the competent authority renders a final disposition prior to sentencing, the background and circumstances in which the juvenile is living or the conditions under which the offence has been committed shall be properly investigated so as to facilitate judicious adjudication of the case by the competent authority.”

Even the Federal Ministry of Internal Affairs has expressed concern about courts making rulings in cases dealing with young offenders without taking into account critical information about what might have brought the youth into conflict with the law in the first place. In a recent report on the role of law enforcement agencies in the prevention of juvenile recidivism, the Ministry specifically noted that the use of Article 90 of the Criminal Code [ed. the use of mandatory corrective measures for minors, in this case absolved of criminal responsibility rather than given conditional sentences] by courts without reference to the specific conditions and personal details of the minor, and without an objective assessment of the possibility of his rehabilitation using such measures, has played a significant role in the increase in repeat offenses among minors. Without reference to this information, a teenager is simply returned to the same environment that previously pushed him into committing a crime.”<sup>66</sup>

The problem is equally as relevant in cases where youth are not absolved of criminal responsibility, but rather given conditional sentences. In its latest report on the situation of children in the Russian Federation, the Social Policy Committee of the Federation Council raised significant doubts about the efficacy of courts’ conditional sentencing of minors. The report highlights that between 2002 and 2004 more than 27,000 conditionally-sentenced youth had no real substantive ‘conditions’ or rehabilitative obligations attached to their sentences which has significantly contributed to the high rate of recidivism in this category.<sup>67</sup> Here to the absence of relevant personal information about the youth, including risk and needs assessments and rehabilitative recommendations, in the judicial process to some extent hampers the ability of the judge to make an informed decision and devise sentencing conditions which are appropriate to the rehabilitative and supervisory needs of each youth. Another significant and related problem arises from the ineffective cooperation and coordination between the judiciary and other juvenile justice stakeholders. Both the provision of relevant social inquiry reports and assessments to the courts and the successful administration of court ordered sentences require a commitment from all relevant youth justice and support agencies to work in close cooperation with the courts.

The YAR Project has played a role in aiding its Russian partners to resolve these issues and to develop effective youth court models at the regional level in accordance with international principles and best practices. The key principles in the area of courts which have been promoted to the Russian stakeholders through the YAR Project include:

***The Coordination of Courts with Other Youth Justice Stakeholders.*** Specialized youth courts are just one element of any successful juvenile justice system and cannot effectively function

<sup>66</sup> “Press-peliz k brighingu ‘Pol’ organov vnutrennikh del v preduprezhdenii povtornoï prestupnosti sredi hesovershennoletnikh,” MVD RF, March 23, 2006, available at <http://www.mvd.ru/press/release/4040/4040>.

<sup>67</sup> *Polozheniye Detei v Rossiiskoi Federatsii*, 2006, p. 104.

in isolation from other relevant stakeholders. Strong partnerships between the judiciary, case managers, support services, and other youth justice agencies are critical to ensuring the necessary exchange of information on, assessments of, and rehabilitative recommendations for offending youth are available for consideration during the judicial process and sentencing. A commitment to collaboration between these actors is likewise critical to the effective administration of court dispositions.

***Sentences Should Be Responsive to the Needs of Youth.*** The sentencing of young offenders should be based on assessments presented in pre-sentence reports, social support, and rehabilitation documents to ensure that sentences address the youth's individual needs, are appropriate to the offence.

***The Principle of Proportionality.*** Sentencing should be based on the assessed risk level of the young offender so that higher risk offenders receive sentences with greater supervision and rehabilitative measures. However, court sentencing for young offenders should be proportional not only to the circumstances and gravity of the offence but also to the personal circumstances and needs of the youth as detailed in an assessment submitted to the court. Furthermore, the deprivation of personal liberty should be considered as a disposition of last resort reserved for only the most violent and habitual re-offenders.

***An Emphasis on Meaningful Non-Custodial Community-Based Sentences.*** Court sentencing of young offenders should be made in the best interests of the rights and long-term well-being of the child. Non-custodial community-based sentences, such as supervised probation combined with rehabilitation programming, have been proven to be more effective in reducing rates of recidivism than incarceration.

Over the past several years, the YAR Project has improved the capacity of its partners to introduce key juvenile reforms into their regional judicial systems and foster greater coordination between the courts and other relevant youth justice stakeholders. Project activities have supported the establishment of specialized youth courts in both Bryansk and Chuvashia and have significantly enhanced the quality of existing court models in Rostov Oblast and the SWDM through the introduction and adaptation of Canadian principles, such as case management, and tools, such as the risk and needs assessment.

Achievements of the YAR Project in this focus area have been the realization by stakeholders that juvenile courts are just one of the elements of an effective juvenile justice system. Courts involved in the project have committed themselves to developing an integrated system of case management through improving the coordination of information, case administration, and services with other key youth justice players, local social support systems, and community partners. While this may not seem like a major result, in the Russian context effective cooperation between the judiciary and other support agencies traditionally has been the exception to the norm. As such, the type of multi-stakeholder collaboration developed with the courts in the YAR pilot project regions stands as major improvement on the previously existing system, where courts, in contrast to international best practice, often acted in isolation from other key actors. Another key result of Canadian input has been the increased reliance on standardized assessment tools, such as the RNA, in court cases involving minors. The introduction of such documentation into the court process is in accordance with the Russian Federation's obligations under international law and in the interests of the child. An informed review process in court means that a wider range of factors can be considered in sentencing and that supervisory conditions and rehabilitative programming can be tailored to address the specific risks and needs of the youth as described in court documentation. The project has likewise supported the codification of the best practices of the pilots in the sphere of courts

through the development of a Case Management Court Proceedings Manual. This document will be used not only to support the improved operation of specialized juvenile courts within the pilot regions but will also serve to inform the federal legislation and spur reform in other regions across the country. The following sections capture some of the most significant achievements made by the pilots in the project's focus area of courts.

## Pilot Project Progress in the Sphere of Courts by Region

### I. A Focus on the SWDM: The Pilot's Work with Three Model Courts Inspires Reform at the City-Wide Level.

The goal of the SWDM Courts pilot project was to introduce elements of juvenile justice into the administration of youth cases in three of the district's model courts, in the hopes of creating a sustainable and replicable model of social support for juveniles brought through the court system. The pilot team's promotion of juvenile justice principles and methodologies in court and its innovative 'social worker case management' model have inspired reform at the city-wide level. Today, Moscow's key policymakers and stakeholders in the sphere of youth justice are committed to the establishment of specialized youth courts and the development of juvenile justice. As pioneering leaders in the development of youth-centered case management in Moscow's courts, the YAR Project partners in the SWDM are well-positioned to continue to positively inform the next stage in the development of specialized youth courts and juvenile justice in the nation's capital.

#### Results of the SWDM Courts Pilot in the Area of Courts

- The pilot team's promotion of juvenile justice principles and methodologies in court and its innovative 'social worker case management' model have inspired and informed reform throughout the city of Moscow, including the agreement from the city to fund the positions of two social workers for each of Moscow's 33 city courts who will work as 'case managers' for juveniles.
- Expansion of the 'social worker case management' model from the courts into the local KDNs.
- Contribution to the development of the Russian RNA for use in the context of court proceedings through the pilot, with the newly refined RNA being adopted by the pilot as the standard assessment tool to be used by the team in developing reports, recommendations, and individually tailored rehabilitation programs for youth at various stages in the juvenile justice continuum.

***The Social Worker Model of Case Management in Courts.*** The pilot team successfully developed a model for the improved management of youth cases heard in the Gagarinskii, Cheremushkinskii and Zyuzinskii courts in the SWDM. At the centre of this model is the pilot's team of social workers. Three of the NAN Foundation's social workers from the Kvartal Rehabilitation Centre, specifically trained for participation in the pilot, fulfill the role of 'case managers' for young offenders during the court process. They are involved in collecting information, conducting assessments, and offering rehabilitative recommendations to the court, to ensure that the judge's rulings and sentencing options are informed by the individual risks and needs of the young person and in the best interests of each child's rights and successful rehabilitation.

In essence, once a youth's case is submitted to one of the three model courts, the pilot is informed, and a NAN social worker is called upon to begin gathering the material which will be submitted to the court.<sup>68</sup> The social worker first collects information on the young person's family and social environment and any existing files or information from the KDN, schools, and social support organizations. Then the 'case manager' conducts an assessment of the youth based on personal interviews (in cases where the young person is not detained ahead of trial) with the child and, if deemed appropriate, with their family. Based on all of this information, the social worker prepares

*"The opportunity to participate in the YAR project appeared at exactly the right time for us. We had just started to collaborate with one of the three courts and had figured out what specific problems needed to be addressed. It was at this early stage that the YAR project came along and presented us with the incredible opportunity to work with Canadian experts and models and to benefit from Canada's wealth of knowledge and experience help us develop practical solutions to our problems regarding the development of a juvenile justice system. The financial and methodological support received through the project has enabled us to develop a whole cadre of capable professionals to work in this emerging system. In the SWDM alone, we have managed to train well over two hundred specialists and professionals who are tied in various ways to the administration of youth justice. The YAR project came along at the perfect time and has been able to offer us real solutions to many of our problems."*

**Sergei Polyatikin, leader of the SWDM Courts pilot project**

a full report for the court. This report consists of a two to three page description of the situation in the family, analysis of the young person's relations at school and with friends, and his overall social environment. The report also provides a psychological assessment of the young person's behaviour and state of mind and identifies their specific criminogenic factors and rehabilitative needs. The final part of the report outlines general recommendations for rehabilitative programming to be included as a part of the young person's supervised conditional sentence.

In contrast to the Rostov model, where the 'case manager' is represented by the assistant to the judge, the NAN social workers are external to the court, and according to current Russian procedural regulations, cannot directly submit their reports to the judge for consideration. As such, the report is usually presented by the youth's lawyer, or alternatively, by the social worker summoned to the court to present testimony as an expert witness. Using these methods, the SWDM pilot has ensured that their reports can legally be taken into account by the judge in sentencing. The judges at the three pilot courts have welcomed the social worker's pre-sentence reports, including their recommended supervised rehabilitation plans as legally binding conditions in the non-custodial sentences of offending youth, which is then monitored by the Criminal Inspection Service (CIS) of the Federal Corrections Service.<sup>69</sup>

The achievements of the SWDM courts pilot project and advocacy of its leaders has also proved important in securing additional local funding for the development of juvenile justice. For example, in response to the Presidential decree declaring 2007 the "Year of the Family," the Moscow Government developed a municipal program that included a sub-project called "Juvenile

<sup>68</sup> The pilot has long advocated for permission to involve the social worker at the investigation stage, along the lines of the case management model developed in Chuvashia, so that assessments and recommendations could be legally introduced to the court directly through the prosecutor before the trial begins. Under the new agreement, signed by Moscow's top authorities, the newly created cadre of 'youth workers' will have exactly that right.

<sup>69</sup> The SWDM Courts pilot team cooperates closely with the SWDM Probation pilot to support the local KDN and CIS of the FCS in the coordination of rehabilitative programming for and monitoring of conditionally-sentenced youth. For a description of the SWDM Probation pilot, please see the case management section of this report.



Technologies in the Work with Youth at Risk in South West District of Moscow: Introduction of Social Support to Youth in Conflict with the Law.” The sub-project was aimed at supporting the further progress of the pilot’s model and training activities, contributing an additional CAD \$42, 000 to its development.

**The Development of Specialized Youth Courts and Juvenile Justice is a Priority in Moscow.**

*“The establishment of juvenile justice is an international obligation of the Russian Federation, recommended by the Government of the Russian Federation, and supported by the State Duma of the Russian Federation. The specialization of courts in cases involving minors has even been developed in the Moscow City Court. The experiments carried out in the Gagarinskii and Cheremushinskii courts, by the NAN Foundation [ed. executing agency for the SWDM Courts pilot project]..., however, were realizable only at the local level. This was because of the absence of any kind of a holistic city-wide juvenile system for the support and supervision of troubled teens.*

*As such, the issues that we must resolve in order to establish a system of juvenile justice throughout Moscow, in prioritized order, are as follows:*

- *The further specialization of the court system [in relation to juveniles];*
- *The creation of a cadre of juvenile justice workers within the city’s system of administration;*
- *The improvement of the system of social rehabilitation available to juvenile offenders;*
- *The improvement of coordination and cooperation between the city’s social and law enforcement services regarding the behaviour of juveniles and their living conditions.*

**First Vice Mayor of Moscow, Lyudmila Shvetsova,  
at a meeting regarding the development of juvenile justice in the city of Moscow, April 22, 2008.**

When, at the end of 2007, the pilot’s ability to work with the courts was seriously hampered by a high-level political disagreement in Moscow, which challenged the legality of ‘model juvenile courts’ given the lack of federal legislation, the pilot team took it as an opportunity to expand their model into the local KDNs. During this period, the pilot’s team of specialists conducted over sixty assessments of youth registered with the KDN for administrative offenses. Each assessment was submitted together with a tailored treatment plan that the KDNs used in the coordination and administration of each young person’s rehabilitation. The pilot team also used this slowdown in court involvement to focus on establishing partnerships with local child service and guardianship agencies. According to pilot project leader, Sergei Polyatikin, “What appeared, at first, to be a serious obstacle to the development of the pilot, in fact opened up the opportunity for us to work with youth at risk in different areas. Now, we are not only providing support for and protecting the rights of youth facing criminal charges in court, but also for youth registered with the KDN, and for children in unfit homes, who are victims of neglect and domestic abuse.” With the breakthrough agreement on the development of juvenile justice in Moscow signed in the summer of 2008 (see below), the pilot’s involvement in the court system now has the full support of Moscow’s highest authorities. Furthermore, the sustainable working relationships established with other important youth justice and protection agencies during this period have ensured that the pilot’s interventions (and emerging city-wide system of juvenile justice) will benefit not just minors involved in the formal court system, but all youth at risk and in need.

*“The YAR project has done so much to publicize the issue of juvenile justice in Moscow. If the concept was virtual unknown several years ago, now we have impressed upon the authorities the necessity of adopting juvenile technologies. Indeed, Lyudmila [Shvetsova], Vice Mayor of Moscow, recently proclaimed that ‘we are no longer debating the question of whether or not we need juvenile justice, but rather what kind of juvenile justice system we should have.’.... Slowly but surely, the work being done through the project in SWDM has highlighted the inefficiencies of the ‘old way’ of doing business. Previous interventions with youth that came into conflict with the law were woefully ineffective. But the successes of the two pilots in SWDM have publicized the benefits of doing things differently. Now, there really are no more excuses. I recall being at a conference of agencies dealing with youth at risk last year, and all of the public officials who were presenting were saying how they needed to take the SWDM as an example of how we should all be working with YAR. As a result of our successes, made possible through the YAR project, we have captured the attention of the city authorities. And, as you can see from the adoption of our social worker in court model at the city-wide level, things are really starting to move ahead.”*

**Sergei Polyatikin, leader of the SWDM Courts pilot project**

***The Project Supports a Major Breakthrough in the Development of Specialized Youth Courts and Juvenile Justice in Moscow.*** Institutional support for the development of youth courts in Moscow was officially granted through a multipartite agreement, signed in August 2008, between the Government of Moscow, the Moscow City Court, the Moscow FCS and the Moscow Police on the development of juvenile justice in Moscow. The agreement obliges signatories and other key agencies to coordinate in the development and administration of youth justice, as well as to allocate the funding and human resources necessary to achieve the goals of juvenile justice initiatives in Moscow. Specifically, the document binds parties to fund two ‘youth workers’ positions for each of Moscow’s 33 courts. This initiative was to a great extent based on the groundbreaking ‘social worker-youth court’ model developed by the YAR Project’s SWDM Court Pilot, which had already received recognition from key policy-makers, such as Moscow’s Vice Mayor, Lyudmila Shvetsova. In the final three months of 2008 alone, the Moscow Social Program awarded an equivalent of CAD \$40,000 in funding for the development of Juvenile Justice initiatives in the city, with funds being specifically allocated, *inter alia*, to develop an action plan for the establishment of juvenile justice system in SWDM based on the success of the two YAR pilots, as well as for an interdepartmental group of experts from Moscow to travel to the YAR partner region of Rostov to study their regional model of juvenile justice.

*“Absolutely we can say that the model developed through the YAR project in the SWDM has now been accepted as the basis for the model of juvenile justice to be developed throughout the entire city. We can show this on paper through agreements. This is a direct result of what we have achieved through the project.”*

**Oleg Zykov, YAR Project advisor**

The introduction and further expansion of this model at the city-wide level has long been promoted by the YAR pilot teams and advocates such as YAR Project advisor, Oleg Zykov.<sup>70</sup> Given the

<sup>70</sup> Dr. Oleg Zykov is nationally-renown champion of juvenile justice and children’s rights. He is a member of the Public Chamber under the President of the Russian Federation, one of the authors of the draft juvenile justice law, president of the National NAN Foundation, as well as a member of the influential Interdepartmental Work Group for the Development of Juvenile Justice in Moscow established under the auspices of the Moscow City

inter-agency support at the highest level, these new ‘youth workers’ will benefit from a wider jurisdiction than the social workers had in the SWDM Court Pilot’s original model. This new cadre of specialists will be able to begin working with youth at the earliest stages of an investigation and introduce individual assessments of the youth to be used by the investigator, prosecutor, and judge at the pre-trial stage and taken into account in the deliberations and disposition.

This breakthrough agreement has also put to rest the institutional disagreements, dating back to the winter of 2007, which had created serious obstacles for the pilot’s social workers in working with the three youth courts. The verdict is clear - Moscow is committed to the development of specialized juvenile courts. The inclusion of juvenile justice champion and YAR Project advisor, Oleg Zykov, in the newly created Interdepartmental Work Group Responsible for the Development of Juvenile Justice in Moscow, established as a part of the agreement under the auspices of the Moscow City Department for Family and Youth Policy, will ensure that the successful models and instruments supported in the SWDM pilots and through the YAR Project as a whole will continue to inform the development of juvenile justice in Moscow.<sup>71</sup>

***A Promising Future for the Russian RNA in Moscow’s Courts and Emergent Juvenile Justice System.*** According to the SWDM Courts pilot team, the potential for application of the RNA within this new court arrangement and the emergent system of juvenile justice in Moscow is immense. Pilot project leader, Sergei Polyatkin, as a member of the RNA workgroup, has actively contributed to the adaptation of the instrument for use within the Russian court context. The pilot’s social workers have significantly benefited from YAR capacity-building trainings on the application of the RNA, from the early stages of its adaptation all the way through to its complete refinement, which they have used to improve the collection and analysis of information used in the development of their youth court (KDN) reports and recommendations. The RNA has proven to be much more effective and accessible an instrument than the previous methods used by the social workers to assess youth. As such, it has now been adopted as the standard assessment tool to be used by the team in developing reports, recommendations, and individually tailored rehabilitation programs not only for youth brought before courts, but also for those registered with the KDN and child victims of crime and domestic neglect and abuse. Furthermore, the two YAR pilot teams within the SWDM, whose successful models have inspired the recent high-level agreements on the development of juvenile justice in Moscow, have committed to lobbying for the introduction of the RNA as the key inter-agency instrument for the administration of youth cases within the city’s emerging system of juvenile justice.

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Department for Family and Youth Policy.

<sup>71</sup> The Moscow City Department for Family and Youth Policy is the responsible for the interagency coordination of the development of juvenile justice in Moscow. The Department is also most likely to be the agency that will finance the positions of social workers working within Moscow’s 33 city courts.

## II. A Focus on Rostov Oblast: From a Court-Centric to a Comprehensive Regional Model of Juvenile Justice.

Rostov Oblast has long been recognized as the leader in the development of model youth courts in Russia.<sup>72</sup> The region, which established the country's very first specialized juvenile court in the city of Taganrog in 2004, continues to attract expert delegations, from across the country and the post-Soviet space, which come to learn about Rostov's experience in the development of juvenile courts and reform of the justice system in relation to youth. In the past several years, the region has welcomed representatives from over forty of Russia's regions, twenty-five of which have since begun to replicate aspects of the Rostov juvenile justice model including the establishment of specialized youth courts. The Rostov's youth justice reforms, which were carefully studied by the government of Kazakhstan over the course of four years, also proved influential in the development of a national law on juvenile justice recently adopted in the neighbouring country. The Rostov juvenile justice model has likewise captured the attention of policymakers at national level, recognized as an effective mechanism for ensuring child rights and social justice. Even the Judicial Department of the Supreme Court of the Russian Federation has endorsed the Rostov experience in developing 'model juvenile courts,' which have proven to drastically reduce rates of youth recidivism.

With the nation's key policymakers steadily focused on developments in Rostov Oblast, the inclusion of this pioneering region in the YAR Project was a natural choice. Progress made in region has and will continue to inspire reform in regions throughout the country. Furthermore, the success of the model being refined in Rostov Oblast plays a major role in informing and supporting the adoption of the legislative amendments necessary for the development of a nation-wide system of juvenile justice. The involvement of the YAR pilot project in Rostov Oblast has enabled the region to consolidate and enhance previous gains made in the area of judicial reform while developing a more holistic regional model of juvenile justice. If at the beginning of the project's involvement there were fourteen courts in the region working with juvenile methodologies and with social worker/'aides to the judges', then by June 2008, the number of courts specializing in criminal cases involving minors had expanded to twenty nine and courts with a specialization in civil cases affecting juveniles had reached thirty three. The YAR Project was particularly influential in supporting the establishment of Rostov Oblast's third model juvenile court in Yegorlysk region, which specializes in restorative justice, and the country's very first 'parole court' in the city of Azov.<sup>73</sup> Throughout the entire region, the project has promoted the improved cooperation, coordination, and capacity of the wide range of relevant agencies, organizations, and community partners to design and delivery effective rights-based services to young offenders brought through the judicial system, through the introduction of and training in case management principles and instrumentation such as the RNA. The following section outlines some of the major achievements made in the reform of the regional court system in relation to minors to date.

***From Youth Courts Pioneer to Comprehensive Juvenile Justice Reform Champion.*** Over the past seven years, Rostov oblast has greatly benefited from the support provided by a number of international donors in the area of juvenile justice. From 2001 to 2003, the region participated in a UNDP program which enabled them to introduce preliminary reforms to the judicial sector in

<sup>72</sup> In actuality, the establishment of juvenile courts as separate legal entities will only be possible if and when the draft juvenile justice law, which has been stalled in the Duma, since 2005, comes into effect. The so-called model 'juvenile courts' in Rostov, as in other parts of the country, have been developed within the existing legislative system and are officially referred to in Russian as 'specialized courts for minors' rather than juvenile courts. These courts have focused on introducing juvenile methodologies, procedures, specialization, instrumentation, and so forth which are in accordance with the current federal legislation.

<sup>73</sup> For a discussion of the establishment of Russia's first model 'parole court' with the support of the YAR Project please refer to the Post-Custody section of this publication.

relation to minors and improve their capacity to deliver specialized judicial services for young offenders. It was during this period that the region first began to experiment with the introduction of juvenile principles and methodologies, such as the ‘social worker’ aide to the judge and the social support document, into the existing criminal court system.

### **Key Results of the Rostov Pilot in the Area of Courts**

- Technical assistance provided through the YAR project has enabled the pioneering region to significantly improve upon its previously overly court-centric model and to develop a more effective, sustainable, and comprehensive model of juvenile justice that supports the coordination of the courts and other youth justice stakeholders in the provision of targeted individualized rehabilitative services and support for young offenders.
- The YAR project was particularly influential in supporting the establishment of Rostov Oblast’s third model juvenile court in Yegorlysk region, which specializes in restorative justice, and the country’s very first ‘parole court’ in the city of Azov, which was inspired by the Canadian model.
- The capacity of professionals to offer effective right-based services to young offenders brought through the court system has been significantly improved through the continued targeted training of judges, social worker/‘aides to the judges’ and other professionals and specialists involved in the administration of juvenile justice in Canadian models, best practices, and instrumentation in the sphere of juvenile justice made possible through the YAR project.
- The Rostov court system was an important player in the adaptation of the newly refined RNA. The initial introduction of the adapted RNA into juvenile court procedures and in the successful coordination and administration of youth sentences likewise stands as an important achievement of the YAR project in the region.

The first Rostov youth court model was, to a great extent, built upon Canadian experience as well. In the autumn of 2003, CIDA funded and organized a consultative judicial study tour to Canada for a group of Russian judges and experts, including the Rostov juvenile court champion and future YAR Project advisor, Elena Voronova. It was during this visit that Judge Voronova and others gained their first exposure to the Canadian system of juvenile justice, including: the importance of coordination between the courts and youth justice agencies, local social services, and civil society; court involvement in the institute of probation and parole; and the concept of family courts. “This trip was immensely important to the development of youth courts in Rostov Oblast,” Judge Elena Voronova attests. “The family court model we were exposed to during our study tour to Canada made an important impression on us all. Up until that point, the focus of judicial reform in relation to minors was placed solely on criminal courts...and we had very little practical knowledge about the specialization of courts dealing with civil law. When I came back from Canada, I immediately brought the information I had collected to the heads of the Rostov Oblast Court and a decision was made to start working on introducing aspects of the Canadian model into a pilot project in the Taganrog City Court.” As such, when Russia’s first model ‘juvenile court’ was opened in 2004 in the city of Taganrog in Rostov Oblast, it specialized both in criminal and civil cases involving minors. They also decided to focus on developing elements of restorative justice, such as a program of mediation in the court based on the methods they had seen during their trip to Canada. Even the model courthouse interior was renovated according to a juvenile court in Montreal that the Russian delegation visited on their study tour to Canada. As noted by Judge Voronova, “Even



the physical attributes of the courthouse have an impact on the court's proceedings and a young person's experience in the justice system." The corridors of the Taganrog juvenile courthouse are decorated with pictures drawn by children and, instead of being placed in the standard 'metal cage,' young defendants sit at a horseshoe table in front of the judge along with all of the other participants in court.

Participation in the UNDP project and early exposure to Canadian youth justice models through cooperation with CIDA, played an important role in initial reforms to the system, including the introduction of juvenile methodologies into fourteen of Rostov Oblast's sixty one courts. Nevertheless, in spite of the progress made in these early years, prior to the YAR Project's involvement, a comprehensive regional juvenile justice system had still not been established. Specialized juvenile courts were the central element of the emerging juvenile justice system in the region, which is different from Canada's and many international systems where support agencies and communities also play a pivotal role. As such, the goal of the pilot project has been to move away from an overly court-centric model and expand the involvement and cooperation of all relevant government agencies and non-traditional partners in Rostov Oblast's emerging juvenile justice system.

In the area of courts, exposure to Canadian models, case management principles, RNA methodology and targeted capacity-building activities through the YAR Project have resulted in: a greater reliance of the Rostov judiciary on support agencies in the administration of youth justice; the considerably enhanced quality of and reliability of judicial tools, such as the pre-sentence report, the psychological assessment document and social support and rehabilitation document, used in cases involving juveniles (including the introduction of the adapted RNA methodology into judicial proceedings); and the improved capacity of and coordination between the courts and key partners, such as the social workers/'aides to the judges', the KDN, the CIS, and community rehabilitative services, in the provision of rights-based services and re-integrative support for young offenders.

***Improved Coordination Between the Courts and Other Youth Justice Stakeholders Results in Better Services and Support for Youth in Need.***

A major achievement of the YAR Project in Rostov Oblast has been the reassessment and reconfiguration of the role of the 'specialized youth court' in the regional model of juvenile justice. In Rostov region, where the influential Oblast Court spearheaded the movement to establish the nation's first youth courts, it is perhaps understandable that courts have tended to have been seen as the central element of the regional juvenile justice system. However, as a result of the exposure to assistance provided through the YAR Project, regional stakeholders in Rostov have come to realize that the specialized courts are only one element of an effective juvenile justice system, and that in order for court decisions to be informed and effective, the wider and coordinated involvement of youth justice agencies, social support services, and community partners is required.

*"The YAR Project has been critical in supporting the development of stronger working relations between the courts and other important justice and social support agencies... and it is this inter-agency coordination that is the very key to the success of our model juvenile courts... After all, a judge is only in the position to make a ruling according to the information provided to them and in accordance with the existing legislative base. They do not have the time or the duties to collect critical information about the youth themselves or about the youth's rehabilitation plan.*

*The project has been instrumental in this regard – supporting partnership-building activities, introducing the RNA, supporting the development of case management, training social service agencies, and making the courts more integrated within the juvenile justice continuum."*

**Elena Voronova, Rostov Oblast Court Judge and Pilot Project Leader.**

Effective partnerships mean that judges are able to review cases based on more in-depth data that has been cross referenced among several partners. This informed review process ensures that a wider range of factors are considered in sentencing and that custodial and rehabilitative programming can be tailored to address the needs of the youth as described in court documentation. Multi-stakeholder collaboration is likewise critical in the administration of court ordered dispositions, ensuring that the young person is properly supported by supervisory and rehabilitative agencies and partners throughout the youth justice continuum and is given the best chance possible at making a successful reintegration into society. In 2008, the Rostov judiciary began to actively partner with a wide range of other youth justice agencies and social support services to encourage the resolution of certain youth cases outside of the traditional court system. This development represents a major accomplishment in the Russian context where traditionally all youth cases have gone to court, even the most insignificant. Resolving youth cases outside of the courts likewise complies with international and Canadian standards in diversion and rests upon the 'least intrusive intervention' principle stipulated in the Canadian Youth Criminal Justice Act and promoted through the YAR Project.

The YAR pilot project in Rostov Oblast has succeeded in bringing together traditional and non-traditional partners in the youth justice system with the goal of developing effective judicial and extra-judicial services for young offenders and improving the overall regional system of juvenile justice. To that end, an inter-departmental Coordination Council was established under the auspices of Rostov Oblast Court with a diverse group of members from the Prosecutor's Office, the Courts, the Police, the Ministry of Education, the KDN, the FCS, and other relevant agencies. Council members work together on the development of action plans for the effective administration of juvenile court sentences that address the risks and needs of individual youth. YAR capacity-building activities such as the targeted community justice consultations in Rostov, led by the senior project advisor Robert Lutes and organized by the Rostov Oblast Court, have also contributed to the development of stronger working relations between the judiciary and other youth justice stakeholders. Indeed, the community consultations methodology was applied in the design of the country's first model 'parole court,' which coordinates the efforts and resources of various agencies to ensure the effective supervised rehabilitation and reintegration of youth conditionally released from Azov colony. The pilot and its partners have likewise committed to strengthening and expanding multi-stakeholder cooperation with the judiciary, holding frequent seminars, roundtables, and professional development trainings for a wide variety of stakeholders in the regional juvenile justice system.

***Improving the Capacity of Professionals to Offer Effective Rights-Based Services to Juvenile Offenders Brought Through the Court System.*** According to the Rostov pilot team, one of the most important inputs of the YAR Project has been the continued targeted training of Rostov's judges, social worker/'aides to the judges' and other professionals and specialists involved in the administration of juvenile justice in Canadian models, best practices, and instrumentation in the sphere of juvenile justice. The YAR Project has ensured that the cadre of social workers assigned to the judges in the specialized courts have been enlarged, trained, and continue to receive training and professional development as the system develops. Professional development training supported through the project has been critical to ensuring that the Rostov juvenile justice system has the required number of specialists with the capacity to provide effective rights-based services and targeted continuous support to young offenders brought through the court system.

The pilot's partnership with the Rostov Branch of the Russian Academy of Justice (RAJ) has been also influential in this regard. The Academy, which is the sole educational organization responsible for the initial training and continuing education of judges in Russia, has played host to a multitude of events, round tables and training seminars which have exposed the region's stakeholders to

Canadian models and adapted juvenile methodologies being developed through the YAR pilot project. The RAJ has also continued to publish and distribute information regarding the Canadian experience. The academy has also introduced a new course on juvenile justice into its curriculum and has agreed to facilitate the professional training of court personnel in the newly refined Russian RNA.

The introduction of the adapted RNA into juvenile court procedures and in the coordination and administration of youth sentences stands as a significant achievement of the YAR Project in Rostov Oblast.<sup>74</sup> As the Russian RNA methodology was being refined and adapted to the Russian context through the court system in the Rostov trials, the social workers and judges themselves confirmed that the quality and reliability of assessments and rehabilitative recommendations for individual youth presented to the courts were considerably improved. According to Dr. Sergei Shipshin, co-coordinator of the RNA Workgroup and lead researcher for the Rostov Oblast trials, the refined Russian RNA is a far superior instrument to the social support document which was previously used by the social worker ‘aides to the judges’ to develop pre-sentence reports, psychological assessments, and rehabilitative recommendations for young offenders brought through the Rostov Oblast court system: “While the SSD was good for a start, it does not take into consideration the specific risks and needs of the youth and is often difficult for those who do not have a background in psychology to fill-out and interpret. The RNA provides the court with more detailed, accurate and practical information that can be used to devise appropriate sentences and effective rehabilitative conditions for youth. As such, it is anticipated that the SSD will be slowly replaced by the RNA or be used by the social worker as a means of collecting initial information which will be used to fill-out the RNA.” Training in the use of the adapted RNA for judges and aides to the judges in the region’s twenty nine specialized juvenile courts began in December 2008, and will be used as their primary inter-departmental assessment document for all youth cases.

The emerging system of juvenile justice in Rostov has evolved from an overly court-centric model to a much more effective, holistic, and sustainable model reflective of international standards and in the best interests of the child. The pilot team has capitalized on YAR Project capacity-building in areas such as case management administration and instrumentation such as the RNA to improve on the foundation created through participation in the earlier UNDP project and build a more comprehensive model which unites the resources and efforts of the judiciary with other youth justice stakeholders in order to develop informed and meaningful interventions for young offenders brought through the court system that focus on rehabilitation and address the specific risks and needs of each youth.

<sup>74</sup> For a more detailed discussion of the use of the RNA in the courts please also refer to the Case Management section of this publication.

### III. A Focus on Chuvashia: A Pilot Youth Court and Pro-Active Supreme Court Are Leading the Way for the Republic-Wide Juvenile Justice Reform of the Court System.

#### Major Achievements of the Chuvashia Pilot in the Area of Courts

- The pilot team has mobilized the technical assistance provided through the YAR Project and experience of other YAR pilot regions in successfully lobbying for the introduction of elements of juvenile justice into the Republic's court system and the participation of the Republic's Supreme Court in the development and implementation of an innovative system of case management in the city of Cheboksary.
- The newly established pilot youth court in the Moscow District of Cheboksary begins to hear its first cases according to the case management model developed by the YAR pilot project team. The judges now receive risk and needs assessments of youth and individualized rehabilitative recommendations developed by the pilot project's team of trained social workers which are used in court sentencing.
- The pilot project team has successfully lobbied for the critical support of the Supreme Court of the Republic of Chuvashia in the development of juvenile justice. Given the Supreme Court's pro juvenile justice stance, it is expected that the successful model being tested in the pilot youth court will soon be replicated in other courts in Cheboksary and throughout the entire Republic.

The pilot project team in Chuvashia has mobilized the support provided through the YAR Project and experience of other YAR pilot regions in successfully lobbying for the introduction of elements of juvenile justice into the Republic's court system. Several trips made by Chuvash delegations to Rostov and the SWDM, supported under the Project's responsive mechanism, to study the development of specialized youth courts, aspects of juvenile justice in the court system, and models of inter-agency coordination in the administration of youth justice, proved instrumental to the decision by the Republic's Ministry of Justice to grant permission for the establishment of a pilot youth court in the Moscow District of Cheboksary. Thanks to the pilot's initiative, the model court's judges, specifically trained to deal with cases involving juveniles, are using the information contained in the risk and needs assessments to come to rulings and devise sentencing options that are in the best interests of each child's rehabilitation and reintegration into society. Efforts on behalf of the pilot to secure the support of the Republic's Supreme Court for the development of juvenile justice in Chuvashia have borne fruit. The Republic's highest court, alongside other key youth justice agencies, is now actively engaged in the development and implementation of the new case management model developed by the YAR pilot project team. Furthermore, the Supreme Court has urged all courts in the Republic to push ahead in introducing elements of juvenile justice into their proceedings. Much has already been accomplished over the past few years, and the prospects for continued development of juvenile justice in the court system of the Republic of Chuvashia have never been brighter.

***The First Cases Heard by Judges Specializing in Youth Cases.*** In the summer of 2008, the two judges specializing in civil and criminal cases involving juveniles at the pilot youth court in the Moscow district of Cheboksary, began to try their first youth cases as part of the newly developed case management model.<sup>75</sup> Under the new model, courts receive risk and needs assessments of

<sup>75</sup> Please refer to the Case Management section of this publication for details.

youth and individualized rehabilitative recommendations developed by the pilot project's team of trained social workers, who have been admitted as official members of the local KDN. The assessments are being introduced at the investigation stage and passed on to the court for pre-trial review through the prosecutor, which is in accordance with current Russian procedural legislation. The risk and needs assessments and rehabilitative recommendations based on these assessments are taken into account during the trial and sentencing phases. The judges have likewise called on the pilot's social workers, as official members of the KDN, to offer expert testimony during trials about the criminogenic circumstances of and suggested rehabilitative measures for individual youth. Dispositions under this new system have focused on ensuring the successful rehabilitation of youth and preventing recidivism, with non-custodial community-based sentences with targeted rehabilitative conditions taking precedence.

***Supreme Court in Chuvashia Supports the Development of Juvenile Justice throughout the Republic's Court System.*** Over the course of the project, the YAR Project pilot team has lobbied for the critical support of the Supreme Court of the Republic of Chuvashia in the development of juvenile justice. In spite of the fact that permission to create a pilot youth court in the Moscow district of Cheboksary was granted by the Republic's Minister of Justice in 2007, the absence of a formal declaration of support for the development of juvenile justice from the Republic's highest court often caused problems for the pilot when they tried to present risk and needs assessments and rehabilitative recommendations to the court.

For example, pilot project leader, Yury Sadovnikov, recalls one of the first cases with which they tried to get involved: "It was back in July 2007, and a young teenage boy who was just released from the colony got caught stealing a mobile phone. We organized an agreement with the KDN and our social worker came to the court with their assessment and recommendations for the youth, petitioning for a conditional sentence with significant rehabilitation measures attached. But the judge ignored the recommendations and did not want to receive our social worker's testimony. In the end, the youth was sent straight back to the colony." After the pilot brought the issue up with representatives from the Supreme Court a letter was issued calling on courts to introduce elements of juvenile justice into proceedings involving minors, including the use of testimony and assessments developed by the pilot's social workers. "From that moment on," Mr. Sadovnikov notes, "our relationship with the court significantly improved and we were welcomed to present testimony and provide recommendations, which made it possible to begin working on the regional model of case management."

*"With the new position of the Supreme Court, the prospects for the development of juvenile justice throughout Chuvashia have drastically improved. Now courts are expected to begin to develop elements of juvenile justice – to specialize in the administration of juvenile cases, invite specialists to give expert testimony, and to take assessments like the SSD or RNA into consideration in their rulings. Of course, it is still not a 'legal' obligation as such, but it is understood by everyone that this is the preferred position of the Supreme Court and the direction that reform is moving in."*

**Yury Sadovnikov,  
pilot project leader in Chuvashia.**

In November 2007, the pilot held a high-profile meeting with representatives from the Prosecutor's Office, and Municipal Courts in the capital city of Cheboksary at which a proposal with specific recommendations on the further development of elements of juvenile justice in the court system of the Republic of Chuvashia was presented to the head of the Chuvashia Supreme Court and received with great interest. Another major breakthrough came in March 2008, in the form of a directive from the Supreme Court reminding all courts in the Republic of the necessity of developing elements of juvenile justice, including a preference for rehabilitative non-custodial sentences for first-time



offenders and those found guilty of non-violent and less serious offenses as well as the further specialization of judges in dealing with youth cases. The pilot project team, in support of this latter recommendation, has secured an agreement with the Director of the Law Faculty of the Chuvashia State University to open a special department which will provide professional development training specifically for judges, as well as any potential assistants to judges, specializing in criminal and civil cases involving juveniles.<sup>76</sup>

The Supreme Court has become a key supporter of the development of juvenile justice in Chuvashia, committing itself to the implementation and refinement of the new case management model designed by the YAR Pilot Project team. In addition to signing the 2008 multipartite agreement on the development of a system of case management in Cheboksary, the Supreme Court has been working with the pilot youth court in the Moscow District of Cheboksary, which has received their unequivocal support, to refine sentencing options that would ensure effective rehabilitation, prevent recidivism, and provide for effective probation services for conditionally-sentenced youth. The inclusion of the courts within the new case management model, which coordinates the actions and purposes of the key youth justice agencies, is set to drastically improve the administration and effectiveness of all youth sentences. Furthermore, given the Supreme Court's pro juvenile justice stance, it is expected that the successful model being tested in the pilot youth court will soon be replicated in other courts in Cheboksary and throughout the entire Republic.

*"Across the country we have a serious problem with recidivism. There is a great need for alternative forms of sentencing and strengthening the effectiveness of supervision and support given to youth receiving a conditional sentence through the courts. Effective coordination between the court and the other [youth justice] agencies is the key here.*

*We are hopeful that initiatives such as the one being developed in Chuvashia will stem the rate of repeat offences among youth by offering more effective, rehabilitative sentencing options. Youth need to be held accountable for their acts, but not punished in a repressive manner – they need to be offered the rehabilitative services necessary to get them on the right track and teach them about being responsible law-abiding citizens."*

**Elena Gorodnicheva, Supreme Court Judge  
in the Republic of Chuvashia.**

<sup>76</sup> While no official support has been given to the introduction of 'assistants to judges' as of yet, there is reason to believe that the pilot youth court in the Moscow District of Cheboksary, and other specialized juvenile courts expected to emerge throughout the Republic, might seek to adopt a model similar to that in Rostov, with the inclusion of trained aide to the judge to assist in cases involving minors; a position for which the pilot continues to lobby.

#### **IV. A Focus on Bryansk: The Establishment of Four Specialized Youth Courts in Bryansk Oblast Marks a Major Breakthrough in the Development of the Regional System of Juvenile Justice.**

##### **Key Result of the Bryansk Pilot in the Area of Courts**

- The pilot project team and the YAR Project itself play an influential role in the establishment of the first four specialized youth courts in Bryansk Oblast.

YAR Project activities and the efforts of the pilot project team in Bryansk have played a critical role in the establishment of the first specialized youth courts in Bryansk Oblast. Three model courts, two of them located in the city of Bryansk and one in Bryansk Oblast, were opened at the beginning of 2008, on the basis of the successful model developed in Rostov. A separate parole court located in the Sovetskii district of Bryansk, which is likewise based on the innovative model developed by the Rostov Oblast pilot partners in Azov through the support of the YAR Project, is set to begin hearing cases at the end of 2008.<sup>77</sup> These significant developments both compliment the primary work being done by the pilot team in the areas of corrections and post-custody and advance the Juvenile Justice Laboratory's overarching goal, which is the establishment of a comprehensive system of juvenile justice in Bryansk Oblast.

*YAR Project and Regional Partnerships Support the Pilot Project's Laboratory of Juvenile Justice to Succeed in Lobbying for the Establishment of Youth Courts.* The establishment of a model juvenile court was a major goal of the YAR pilot project in Bryansk from the very outset. However, it was not long before the pilot project team ran into difficulties. While the pilot's Laboratory managed to establish a supportive partnership with the Oblast administration early on, the Oblast Court, at first, was unwilling to approve the establishment of a model youth court. As such, the pilot project team decided to focus on a systemic approach to the development of juvenile justice, through the successful research, training and lobbying initiatives of the Laboratory, which could, in the long-term, support the opening of a juvenile court in Bryansk Oblast.

At every stage, the YAR Project has provided its full support to the Bryansk pilot project team in its efforts to convince the Oblast Court of the necessity of establishing specialized youth courts in the region. On several occasions, the Project provided judges from the Oblast and municipal courts with the opportunity to travel to Rostov to study their highly successful youth court model firsthand. While Rostov juvenile justice champion and YAR Project advisor, Judge Elena Voronova, personally committed to providing assistance and advice to the Bryansk Oblast and municipal judges in the establishment of juvenile courts.

The three model courts, in the Volgogradskii and Bezhitskii regions of the city of Bryansk and the Dubrovskii region of Bryansk Oblast, benefit from the support of trained social workers who conduct detailed assessments of youth and provide rehabilitative recommendations to the court based on the specific needs and best interests of the child. Similarly to the SWDM and Chuvashia models, these social workers are external to the judiciary and are currently funded by the aforementioned "Social Partnership." As a result of the current legislation, which requires all court personnel to have a legal education, the social workers are obliged to present their assessments and recommendations to the judge through the existing official aide to the judge, and can likewise present testimony as an expert witness in court. Presently, there is only one "public aide to the

<sup>77</sup> For a discussion of the parole court model, please see the Post-Custody section of this publication.

judge,” as they are officially called, working on a non full-time basis for each of the model courts.<sup>78</sup> Nevertheless, they have made a significant impact in the quality of and rights-based approach of judicial proceedings concerning minors. In the first six months alone, eighty-five juvenile criminal cases were brought before the specialized courts. As a result of the assessments and recommendations provided by the social workers, who received targeted training through the pilot’s Laboratory, the overwhelming majority of youth received conditional rather than custodial sentences and were referred to rehabilitative services in their community designed to meet their specific needs. The social workers are often involved in the provision of support to youth and families during and after their officially ordered supervised rehabilitation program has ended.

*“Every youth who is brought through one of the three specialized juvenile courts has the opportunity to work with a social worker. In addition to conducting assessments, they are working with the youth and families to develop supervised rehabilitation programs that are presented to the court for consideration....We have already seen the positive impact the social workers have made not just in terms of rulings, but in these young peoples’ lives. When the parents get involved, they almost always ask for them to continue working with their child after the official recommended programme has ended. They are extremely pleased with the result they see in their children and are always asking for more help. Of course, this is above and beyond what the social workers are getting paid for - they do it out of the goodness of their own hearts - and it shows the importance of continuing to improve and expand support services offered. These youth and their families are crying out for assistance. There is still a real need, but the assistance we have already established is helping.”*

**Aleksandr Tutikov, pilot project leader in Bryansk.**

The Bryansk branch of the NAN foundation, which is the executing agency for the YAR pilot project in Bryansk Oblast, is also a founding member of the main coordination council for the development of juvenile justice in Bryansk Oblast. The coordination council, which was established in partnership with the Bryansk Oblast Court, Judicial Department, KDN, Police, Prosecutor’s Office, FCS, Bryansk Youth Colony, Department of Education, and the “Social Partnership” Foundation, continues to play a critical role in the success of the specialized youth courts, by focusing on improving the coordination of key youth justice and social support agencies in the administration of youth sentences. As a member of this group, the pilot team is in a prime position to continue to advocate for the introduction of rights-based juvenile technologies, such as those developed through its Laboratory and in other pilots of the YAR Project, into the region’s developing juvenile court system.

The pilot’s Laboratory has committed itself to supporting the continued success of the model courts, by providing on-going training in the latest juvenile methodologies and instruments to the judges, social workers, members of the Oblast Court and local coordination councils for each youth court, as well as to representatives from local support services involved in the administration of conditional sentences. Future trainings will focus on introducing the adapted RNA as the standard interagency assessment and case management instrument for youth justice agencies. In November 2008, the pilot project team also participated in the organization of a major conference for judges from all of the region’s thirty two to discuss the success of Bryansk Oblast’s three new youth courts

<sup>78</sup> The Bryansk pilot project leader, Aleksandr Tutikov, has noted that there is serious discussion about developing a system of aides along the lines of the model in Rostov, where they would work officially for and be paid by the court. There is also discussion about increasing the assignment of social workers ‘public aides’ for each model youth court from one to two.

*“When the YAR Project first got involved in Bryansk, it was a completely blank canvas. No one had really even heard of juvenile justice before. When we started to introduce the idea of opening up a specialized youth court, we faced strong opposition from the Oblast Court. But over the course of a year and a half, [Aleksandr] Tutikov and the project have changed things 180 degrees.*

*Now Bryansk is known as one of the national leaders in juvenile justice reform, with three courts already opened and a fourth parole court soon to be established...Soon delegations, like the ones received by the Rostov partners, will be travelling to Bryansk to study their progress in the development of youth courts and regional juvenile justice.”*

**Oleg Zykov, YAR Project Advisor and National Director of the NAN Foundation.**

and the soon to be operational parole court. As these specialized courts continue to develop and exhibit success in reducing the rate of juvenile recidivism, it is likely that measures will be taken to replicate their experience in other courts across the region.

### **A Personal Success Story in the Sphere of Courts: An Informed Court Decision Gives a Promising Young Girl a Second Chance**

*The following is the personal story of one of the many young people across the pilot regions whose lives have been positively transformed by the services developed through the YAR Project in the sphere of courts:*

When she was just seventeen Yuliya was charged with dealing drugs, a crime punishable in Russia by up to twelve years in secure custody. Yuliya was the youngest child in a well-off family and was doing well at school. She was particularly interested in the subjects of English, mathematics, literature, computer studies and Indian culture. However, following her high school graduation she got mixed up in the wrong crowd and began to sell drugs while attending a theatrical school.

The YAR Courts pilot project team in South West District of Moscow got involved with Yuliya's case at the pre-trial stage. The girl was assessed by a psychologist and a social worker using instruments developed through the YAR Project. Results of the assessment showed that the girl had a conflicting personality and aggressive behaviour. Furthermore, the girl knew very little about the consequences of drug addiction and was not fully aware of the seriousness of the offence she had committed.

The social worker recommended that Yuliya undergo a course of rehabilitative therapy through the Kvartal Centre. The teenage girl agreed to the treatment which lasted six months and attended all of the sessions. Yuliya was monitored over the course of the therapy and was re-examined by the psychologist at the end of the treatment. Results showed that her level of aggression had been reduced. In addition to individualized therapy, the girl took part in sessions where she learned about the negative effects of drug addiction and gained a critical understanding of the legal consequences of participating in the drug trade. After these sessions she understood the danger of remaining in contact with drug dealers and showed great remorse for her past actions.

The YAR pilot project team prepared documents that were presented at the court trial based on the results of their risk and needs assessments and already successful interventions which were taken into account by the court in sentencing. Yuliya was found guilty, but instead of being sent to

a colony, she was given a three year conditional sentence with on-going rehabilitative supervision. The individualized assessment and therapy made available to the teen through the pilot project were instrumental in ensuring that the judge was able to make a ruling that was in the rehabilitative interests and well-being of the child and reflected international best practices in juvenile justice. The non-custodial sentence provided the girl with an opportunity to avoid incarceration, reevaluate her formerly antisocial behaviour, and make a conscious positive change in her lifestyle. In October 2007, Yuliya found a job working as a manager at a pharmaceutical firm. She is now employed full-time, continuing her studies at the theatrical school on the weekends, and excited about the future.



# Part D: CORRECTIONS





## Part D: CORRECTIONS<sup>79</sup>



### Highlights of the Corrections Section

- Traditional approaches to youth corrections in Russia have tended to be rather cursory, in the case of conditional sentencing, or overly punitive, in the case of incarceration in penal colonies. Neither of these approaches has been particularly effective in terms of reducing rates of juvenile recidivism, upholding young people's fundamental rights, and providing them with targeted rehabilitation and guidance in support of their successful re-socialization and reintegration into the community.
- Russian partners of YAR Project have made significant progress in introducing necessary rights-based reforms in the sphere of corrections. Project-supported capacity-building activities in the area of juvenile corrections have assisted Russian stakeholders in the pilot regions in making both the normative and practical shift from an ineffectual and punitive system of corrections to one premised on the successful rehabilitation and re-integration of youth.
- The pilot teams have established productive partnerships with seven youth colonies (Bryansk, Mozhaisk, Ishanskaya, Novotroitskaya, Azov, Georgievsk and Novooskalskaya) and have been instrumental in developing and delivering new and improved rights-based services to youth in custody that involve both traditional and non-traditional partners. Interventions have been constructed to ensure maximum buy-in and sustainability by engaging high level officials in the development, coordination and implementation of services for custodial youth.

<sup>79</sup> In the context of the YAR Project, 'corrections' refers to the handling of a minor in the justice system following a conviction and court-ordered sentencing for a criminal offense, whether it be a conditional sentence served in the community or through the deprivation of liberty served in a youth penal colony.

**The Major Achievements of the Project in the Area of Corrections According to the Pilot Regions Include:**

**Bryansk Oblast.** The development and delivery of a range of new and improved services for custodial youth based on local, Canadian, and international best practices, including individual rehabilitative and pre-release re-socialization programming as well as adaptation and risk assessments for young people during custody;

The design and implementation of a wide range of sustainable and replicable professional development initiatives for corrections staff at Bryansk colony and detention centre as well as for officials from Bryansk FCS in support of the delivery of effective rights-based and rehabilitative services to custodial youth;

The establishment of the National Association of Colonies which will serve as a nationwide forum to facilitate the formulation and dissemination of innovative, rehabilitative, and youth-oriented policies and reform strategies among professionals in the area of youth corrections and justice services.

**Moscow Oblast.** The development of a highly successful and replicable model of ‘in-colony’ career counseling and employment support services on the basis of an effective NGO-State-Private Sector partnership which is supporting custodial youth to make a successful transition from the colony into the workforce;

The introduction of new and improved rehabilitative, re-integrative, rights-based and gender-aware services for custodial youth at Mozhaisk Colony as a result of professional development training and methodological support provided to corrections staff through the Project.

**Chuvashia.** The development of a range of pre-release rehabilitation and reintegration services for youth in Novotroitskaya colony, including: the introduction of essential case management principles and tools such as the adapted Risk and Needs Assessment and the Social Support Document into the work of the colony; the establishment of meaningful recreational programming for custodial youth which are complimentary to the rehabilitative and re-integrative goals of custodial care; and the active engagement of families of custodial youth in the life of the colony and in the development of their children’s rehabilitation and reintegration plans.

**Rostov Oblast.** Ongoing specialized training for corrections workers in juvenile methodologies and the establishment of Russia’s first ‘parole court’ are set to significantly improve the nature and quality of services offered to youth both while in custody and after their release.

In Russia, traditional approaches to youth corrections have tended to be rather cursory, in the case of conditional sentencing, or overly punitive, in the case of incarceration in penal colonies. Neither of these approaches has been particularly effective in terms of reducing rates of juvenile recidivism, upholding young people's fundamental rights, and providing them with targeted rehabilitation and guidance in support of their successful re-socialization and reintegration into the community.

Youth who are handed down a conditional sentence by a judge are registered with the Criminal Inspection Service (CIS) of the Federal Corrections Service (FCS) for supervisory purposes and often directed to the local Commission for Minors Affairs and the Protection of their Rights (KDN) at their place of residence which is responsible for the organization of corrective measures. Unfortunately, the overall effectiveness of this system in its current state is rather low. The supervisory role of the CIS is minimal at best, usually amounting to little more than noting the attendance of youth at their offices on a scheduled basis, while the normative and institutional capacity of the local KDN to coordinate effective needs-based rehabilitative programming for youth is often poor and, in any case, varies drastically from region to region. While both of these agencies display enormous potential, and in fact have played a central and constructive role in the development and coordination of an innovative and effective system of probation in several of the pilot regions, the current nation-wide system in place for the administration of non-custodial sentences too often fails to provide sufficient guidance and support to youth at risk and has led to a high rate of recidivism. Even the Federation Council has called for "recognition of the ineffectiveness of individualized rehabilitative and preventative work done with conditionally-sentenced minors registered with local authorities," noting that in 2004, over 18 thousand of the 48 thousand youth registered with authorities for previous crimes (38 thousand of which were serving conditional sentences) committed a repeat offense.<sup>80</sup>

Some inefficiencies of and lack of confidence in the current system of supervision and re-socialization for conditionally-sentenced youth has contributed to an over-reliance on punitive custodial sentences for young offenders. In spite of a decrease in the absolute number of youth serving sentences in prisons in the past decade (32,000 in 1993 to 20,831 at the end of 2004), the Russian Federation still has the highest rates of incarceration for juvenile offenders in the world (17 per 100,000 population) followed by Belarus, Ukraine and the United States.<sup>81</sup> Many youth who end up in such facilities are repeat offenders whose conditional sentences failed to provide them with the targeted support needed to properly address their criminogenic risks and needs; while others face incarceration because of a lack of effective alternatives to custody in their community.

Unfortunately, the same absence of effective rehabilitation measures for young offenders in the administration of conditional sentences is a problem in custodial facilities as well. This is not to say that that rehabilitative measures are completely absent from the country's juvenile colonies. Before the YAR Project's intervention, some colonies were taking measurable steps to improve the rehabilitative and re-integrative capacity of their facilities, by offering information to youth on their rights and the practical aspects of life after custody or by providing vocational training to young offenders in addition to their basic education programs. Furthermore, all youth colonies have at least one psychologist and social worker on-staff that are mandated to offer assistance to young people in the colony, but the ability of colony staff to provide suitable rehabilitation and reintegration programs for the young offenders in their care has been severely hampered by the use of obsolete and ineffective psychologically-based assessments which fail to adequately address the

<sup>80</sup> *Soviet Federatsii Federal'nogo Sobraniya Rossiiskoi Federatsii, Polozheniye Detei v Rossiisko Federatsii*, 2006, p. 103-104.

<sup>81</sup> International Centre for Prison Studies cited in UNICEF, *Situation Analysis of Children in the Russian Federation*, p. 76.



individual risks and needs of each child and prepare them for a successful transition to life outside of the colony. Research shows that a failure to provide individualized rehabilitative and reintegration support in custodial facilities, has a decidedly negative impact on a youth's re-socialization process and heightens the risk of recidivism following release. Indeed, recidivism is even more of a problem for youth given custodial dispositions than it is for those handed down conditional-sentences. According to Russian specialists approximately one quarter of post-custodial youth are charged with a repeat offense within the first year after their release from a penal colony, and after three years that number jumps to nearly one half of those released.<sup>82</sup>

Strict-regulation of the sphere of corrections has stood as a barrier to the introduction of improved services for young offenders and the implementation of necessary reforms. The Federal Corrections Service, the agency responsible for the administration of corrections throughout the country, is hierarchical, highly-centralized and generally adverse to cooperation with outside stakeholders. This rigidity and hesitancy to cooperate with other interested stakeholders and non-traditional community partners has severely hampered the quality and sustainability of rehabilitative and re-integrative services provided to youth in custody.

The YAR Project introduced a fundamentally different approach to corrections that draws on both Canada's recent reform experience and established international best-practices. Exposure to Canadian juvenile justice principles is supporting Russian stakeholders in making the normative and practical shift from an ineffectual and punitive system of corrections to one premised on the successful rehabilitation and re-integration of youth. The key Canadian principles in the area of corrections which have been promoted to and adopted by the Russian partners through the YAR Project include:

- ***Rehabilitation as the Core Focus of Corrections.***

Rehabilitation of young offenders is the primary goal of the corrections system and such services must be incorporated into the custodial environment. Rehabilitation services should be based on assessments that explore the reasons why a young person came into conflict with the law and what factors still exist that keep them at risk. Correctional facilities should partner with community actors and families in the development and implementation of rehabilitation and reintegration strategies for youth.

- ***Reintegration of Custodial Youth Begins in the Corrections Facility.*** The corrections system has a responsibility to prepare young offenders for successful reintegration into the community before their release. A strategy for the reintegration of each young offender should be developed at the beginning of the sentence in preparation for the young person's eventual release and should result in a tailored post-custodial reintegration and support plan.

### **The Canadian Corrections Philosophy – Rehabilitation is Key**

*Canada's youth justice system is partly premised on the belief that the vast majority of young offenders, with proper guidance and support, can overcome past criminal behaviour and develop into law-abiding citizens. Successful rehabilitation and reintegration are important because of the obvious fact that young people sentenced to custody return to their communities at some point.... Effective programs should guide and assist a young person's return to the community protect society and support law-abiding conduct. Sentences should instill a sense of responsibility and encourage the participation of the youth in constructive measures that involve the victim, the family and the community.*

**From "A Strategy for the Renewal  
of Youth Justice," Canadian  
Department of Justice.**

<sup>82</sup> Grigory Kliucharev, Elena Pakhomova and Irina Trofimova, *Sovershenstvannye raboty s molodezh'yu gruppy riska v RF*, 2007, pp.17-18.

- ***A Shift Toward Alternatives to Custody.*** The juvenile justice system should not over-rely on custodial dispositions for young offenders. Instead, a focus should be placed on promoting meaningful and effective alternatives to custody for the vast majority of young offenders, while reserving custodial sentences for youth convicted of only the most serious and violent offenses as well as for habitual re-offenders. The YAR Project has contributed to this aspect of Russia's juvenile justice reform, providing technical assistance in developing alternatives to custody, such as the emergent system of probation in several of the pilot regions, based on Canadian models and instrumentation adapted by the Russian partners to the local context.

YAR Project and its Russian partners have made significant progress in the sphere of corrections: initiating reforms at the local level and promoting serious discussion across the country through the newly created Association of Colonies (discussed below). Capacity-building activities sponsored by the Project have assisted pilot project teams and stakeholders in the corrections services to develop their ability to design and introduce targeted rehabilitation programs as part of their interventions with young offenders and involve non-traditional partners in working with custodial youth. The pilot teams have established productive partnerships with seven colonies (Bryansk, Mozhaik, Ishanskaya, Novotroitskaya, Azov, Georgievsk and Novooskalskaya) and have been instrumental in developing and delivering new and improved rights-based services to youth in custody. Interventions have been constructed to ensure maximum buy-in and support by engaging high level officials from the FCS in consultations and project activities and by actively involving the administrations of colonies and their staffs in the development, coordination and implementation of services for custodial youth.

Likewise, the YAR Project has been influential in contributing to the development of effective alternatives to custody for young offenders. In fact, one of the most significant achievements of the Project has been the introduction and development of the institution of 'probation' for youth receiving conditional sentences in the pilot regions. This emergent system of probation, based on aspects of the Canadian model and instruments adapted to the Russian context, stands as a marked improvement on the previously ineffective CIS-KDN system of 'supervision' and 'rehabilitation' for conditionally-sentenced youth. It furthermore signifies the beginning of a shift away from potentially-damaging custodial sentences in favour of those which are focused on providing youth with meaningful consequences, community-based guidance, and effective rehabilitation.<sup>83</sup> The following sections focus on the most significant achievements made by the pilots in the area of corrections to date.

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<sup>83</sup> For a detailed discussion of the development of the system of 'probation' through the YAR project please refer to the Case Management section of this publication.

## Pilot Project Progress in the Sphere of Corrections by Region

### I. Bryansk Oblast: A Champion in the Area of Corrections Reform.

Over the course of the Project, Bryansk has emerged as a champion in the development of juvenile technologies aimed at improving the quality of life and services available to youth in closed-custody facilities. The pilot team has taken a systemic approach to reform of the corrections system. At the local level, the team has focused on developing a range of new and improved services for custodial youth based on local, Canadian, and international best practices, while ensuring the long-term sustainability of such services and fostering a climate of reform through the provision of professional development trainings for corrections staff and officials. At the national level, the Bryansk pilot has taken on a leading role in support of the development of the Association of Colonies.

***Services Developed Specifically for Youth.*** In September 2006, the Bryansk pilot project team secured an agreement with the heads of the Bryansk Oblast Division of the FCS and the Bryansk Colony to begin working together on the development of new and improved services for youth incarcerated in the youth detention centre and colony located in Bryansk Oblast. Canadian input has been instrumental in the pilot's design of early-intervention rehabilitative and cognitive-behavioural re-socialization programmes for custodial youth that address their individualized risks and needs and better prepare them for successful re-integration into the community after their release.

***Canadian Programs are Making a Difference in the Lives of Russian Custodial Youth.*** The pilot project team has successfully adapted several Canadian programs that were made available to them through the YAR Project for use with young offenders in Bryansk colony. Several programs from the resource manual, "**Cognitive Behavioural Interventions with Youth,**" developed by William W. Creighton Youth Services of Northwest Ontario, **have been successfully delivered to a test group of sixty-five custodial youth in Bryansk.** The programs are designed to support custodial youth in addressing specific risks and needs related to criminal involvement, to challenge attitudes that promote anti-social and pro-criminal behaviour, and to help them in developing pro-social problem-solving techniques and life skills. To date, the pilot has adapted and introduced programs which focus on anger management, attitudes and orientation, and grief and loss, and there are plans to develop more of the manual's over one hundred and fifty exercises for use with custodial youth in Bryansk. In fact, the programs have been so successful in Bryansk that Alexander Tutikov, the Bryansk pilot leader and organizer for the Association of Colonies, believes that they could be introduced in youth colonies across Russia. In the meantime, the sustainability of the programs in Bryansk is assured as the colony administration has agreed to continue to offer these services to the youth in their care.

***Youth Empowering Custodial Youth to Make Positive Changes in Their Lives.*** The cognitive behavioural rehabilitative programming offered through the pilot is led by a group of trained psychology students in their graduating year at the Bryansk Branch of the Moscow Socio-Psychological Institute (BB MSPI). They facilitate sessions with youth using peer mediation techniques likewise developed through the YAR Project. In fact, young people have been an integral part of the Bryansk pilot's success in the sphere of corrections. The student-volunteers have invested significant time and effort in building open and trusting relationships with the young people they are working with in the colony, planning special events for them such as the Christmas celebrations they held at the colony last year. The Institute's law students, many of them having benefited from the course in Juvenile Justice taught by Alexander Tutikov, continue to offer free legal advice to youth in the colony, providing them with essential information about their rights and responsibilities.

### **Major Results of the Bryansk Pilot in Corrections**

- The creation of group and individual rehabilitative and pre-release re-socialization programming for youth informed by Canadian and international best practices.
- Individualized and group rehabilitative support services to female youth at Novooskolkaya colony in-partnership with the local NGO “*Drozhd*.”
- Pre-screening of youth being held in the Bryansk Detention Centre designed to enable staff to identify serious physical and mental risk factors, including the risk of suicide and to conduct timely interventions.
- Research on the levels of adaptation of youth in Bryansk colony and assessment of their risk factors.
- Professional development initiatives for corrections staff at Bryansk colony and detention centre as well as for officials from Bryansk FCS in the form of courses, textbooks, seminars, training in innovative diagnostic tools, and the presentation of the Laboratory’s research findings conducted in their facilities, which are supporting them in the delivery of better services to custodial youth.
- The establishment of the National Association of Colonies which is focused on creating a nationwide forum to facilitate the formulation and dissemination of innovative, rehabilitative, and youth-oriented policies among professionals in the area of correctional and youth justice services.
- Innovative research, methodologies, and assessment tools by the Laboratory for Juvenile Justice through the project are transferred to corrections personnel have enabling them to deliver new and more effective services to youth in their care.

The sincerity, enthusiasm, and empathy that they bring to their work are making a positive difference to the lives of young people just like themselves. Several of the young people in the colony have been inspired to follow in the footsteps of their facilitators and are currently taking correspondence courses with the Institute in pursuit of a university degree while they are still in custody. One young man, who served a sentence at Bryansk colony for murder, was encouraged by the pilot team to continue his studies at the Institute following his release. Both their support and his hard work and commitment have paid off. This year he graduated from the university at the top of his class and is on his way to building a successful career.

In addition to their rehabilitative work with youth in the colony, these students have also been significantly involved in the development of juvenile technologies through the pilot’s Juvenile Justice Laboratory. In any given year, between twenty and thirty students actively volunteer through the Laboratory where they are given an opportunity to serve their community while developing their professional skills. With the support of the project leader, students at the Laboratory conducted research in Bryansk colony and detention centre on aggression levels amongst custodial youth which was instrumental in the development of a new diagnostic tool for corrections officials. These young professionals were likewise involved in the development of training programs for corrections personnel.

***Rehabilitative Programming which Specifically Supports Young Girls in Custody.*** In March 2007, the pilot project signed an agreement with “Drozd,” a local non-governmental organization which specializes in the protection of children’s rights, to work with young girls serving their sentences in Novooskolskaya colony. The colony happens to be the nearest closed-custody facility for young women and is located in the adjoining Belgorod Oblast. With the on-site support of “Drozd,” the pilot has been able to offer these young women individualized and group rehabilitative support services inside of the colony as they near the end of their sentences, as well as provide them guidance and targeted assistance after they have been released and are making the difficult transition to life outside of the colony.

***Services Developed for Corrections Staff and Officials Aimed at Improving Services for Custodial Youth and Advancing Corrections Reform.*** Over the course of the project, the Laboratory and its network of partners have been instrumental in producing innovative research, diagnostic tools, courses, textbooks, and seminars, which have dramatically enhanced the ability of corrections personnel at Bryansk’s youth colony and temporary detention centre to improve the quality of services available to the youth in their care. The targeted professional development initiatives created and facilitated by the project team in Bryansk have been a major success of the pilot. These initiatives are supporting staff in making both the normative and practical shift from ineffective punitive measures to rights-based and rehabilitative strategies in their daily work with youth in the colony and detention centre.

***Innovative Research Leads to Better Care and Services for Youth in Correctional Facilities.*** A group of twelve researchers from the Laboratory developed a new diagnostic tool which is assisting corrections personnel to better assess and address the immediate needs and risks of youth in Bryansk colony and held in the temporary detention centre.<sup>84</sup> The assessment instrument was developed by a team of researchers from the Laboratory who worked with over seventy-five minors being held at a Bryansk detention centre. The tool focuses on identifying and addressing immediate and dangerous risks to the physical and mental health of youth held in detention centres, including suicidal tendencies, depression and heightened levels of aggression. The assessment tool was presented to the Bryansk Division of the FCS in August 2007. The authorities were impressed with the quality of the instrument and recommended it for use in youth correctional facilities throughout Bryansk Oblast. The tool is currently being used by psychologists in both the Bryansk detention centre and colony to identify and provide timely interventions for high-risk youth in custody. To ensure the sustainability and high quality of this service, the Laboratory has produced a methodological text that accompanies the instrument, called “The Study of Emotional and Personal Characteristics of Minors,” and conducts training seminars on the implementation of the tool for personnel working with youth in the detention centre and colony.

During 2007, the Laboratory conducted a related study of all of the over one hundred and fifty youth serving sentences at Bryansk colony. The in-depth study examined the young people’s adjustment to the colony environment and included a focused analysis of specific custody-related risks such as increased levels of aggression and the heightened risk of suicide. The results of the study were shared with the colony administration and staff, and in-depth consultations were held with the colony’s psychologists and the division for educational programs. The study’s findings have been used by the colony’s rehabilitative personnel to design targeted psychological interventions with particular custodial youth as well as to improve existing programs and design new initiatives to better accommodate the needs of all youth in their care.

<sup>84</sup> In Bryansk, the temporary detention centre is housed within the colony but is a separate entity with distinct purposes. In Russia, youth are placed in temporary detention centres during the pre-trial investigation if serious crime is alleged and often before being transferred to the colony itself.



***A Professional Development Course for Corrections Personnel is Supporting Sustainable Rehabilitative Programming for Youth.*** During the last quarter of 2006, the team of researchers at the Laboratory, including the group of young students volunteering at the Laboratory, collaborated with instructors from the Law and Psychology Facilities at the Bryansk Branch of the Moscow Socio-Psychological Institute (BB MSPI) to design a professional development course for employees at the Bryansk colony. In order to ensure buy-in from correction officials, materials for the course were developed in close consultation with key officials from the Bryansk Oblast Division of the FCS and the administration of Bryansk Colony. After receiving approval for the program from the central FCS in Moscow in February 2007, an agreement was reached between the Laboratory, the Bryansk Oblast Division of the FCS, the Administration of Bryansk Colony, and instructors from BB MSPI to commence training of the colony staff within the year.

In October 2007, the first two sessions of the pilot's comprehensive twelve session program, "The Rehabilitation of Young Offenders in Custody," were presented to personnel at Bryansk colony. The course presents staff with a rights-based and rehabilitation-focused perspective on corrections and juvenile justice as a whole. Session topics explore a range of issues critical to the improvement of services for youth under the supervision of Bryansk colony and the Bryansk Oblast Division of the FCS, such as "Rehabilitative Strategies for Resolving Aggression in Custodial Youth," or "Issues of Gender and Personal Values in Youth Registered with the CIS." Each session provides the staff with both the theoretical understanding and practical know-how to implement better programming in the colony and provide targeted assistance to youth which addresses their specific needs and risks. Both colony staff and corrections officials responded extremely well to the training. In fact, at the request of the colony and the local FCS, what was originally planned as a six-month program has been indefinitely extended and incorporated into the core training for all employees of the Bryansk Division of FCS. The pilot project team has committed to supporting the sustainability of the program beyond the life of the Project by continuing to provide training to corrections staff through the Laboratory, the Institute and other academic institutions in the region.

*"Our work with corrections staff in Bryansk Oblast has been a major success of the pilot project. Just like in Canada, we know that in order for a young person to have a good chance of succeeding out in the community, rehabilitation must begin in the colony and be followed by supervision and support after release. This is the message we are sending to professionals and officials who work in the field, and we are providing them with practical research, training and tools to improve their capacity to reform the system. Through our professional development initiatives, we have fostered an understanding of key principles necessary to the reform of youth corrections and the general advancement of juvenile justice in the region among a key group of specialists. The results are already visible in improved services for the children in the colony and the enthusiasm of officials who want to continue our cooperation. The Bryansk FCS has decided that our course and materials be used in the compulsory training for all of its employees. There is little doubt that the positive impact of this work will continue to be felt long after the end of the YAR Project."*

**Alexander Tutikov, Bryansk pilot project leader**

***The Establishment of the National Association of Youth Correctional Facilities.*** The Association of Colonies was established in November 2006, following high-level talks between the central FCS of the Russian Federation and key advisors to the YAR Project. The Association was created as an institutional vehicle for the promotion of the nationwide juvenile justice reform and as a practical forum for the formulation and dissemination of innovative, rehabilitative, and youth-oriented policies among professionals in the area of correctional and youth justice services.<sup>85</sup> The

<sup>85</sup> For further information on the Association and its initiatives in Russian please visit their web site: [www.avkrf.narod.ru](http://www.avkrf.narod.ru).

*"I think that the Association has the potential to become a very important and influential institution. It is critical for people who work in the colonies to learn from the experience of other correctional facilities. But you would be surprised just how many corrections workers have never even been to a colony other than the one that they work at....For example, [at our colony] we have experience in conducting a range of successful programs for youth in music, theatre, dance and vocational training that could really be useful for other youth colonies. The problem is that we do not have a mechanism through which to share this information and experience. I think that the Association will play a tremendous role in this regard."*

**Official from Novotroitskaya Colony in the Republic of Marii El.**

YAR Project contributed significant resources and expertise to the establishment of the Association and has continued to support its development. The Bryansk pilot has taken on leadership of the Association and all statutory documents were prepared as part of the pilot project and the YAR Project's Canadian experts provided invaluable consultative support to the Russian partners in the lead up to the Association's founding conference.

***Building Critical Consensus for Reform of the Youth Colony System.*** The Association has made significant progress towards promoting reform in the sphere of corrections. Perhaps most importantly, the Association has established partnerships with key agencies, including the FCS, the State Duma, the Federation Council, the Public Chamber, and the Government Committee for Juvenile affairs, solidifying political support around its activities. For example, the Association's close partnership with the FCS enabled it to reach a formal agreement on nationwide corrections reform through the development and promotion of a Seven Pillar Colonies Project. The goal of the project is to create a 'model colony' in each of Russia's seven federal district which will be used to coordinate and drive reform in youth colonies throughout the country.

***Building Bridges between Institutional Care and Community Reintegration.*** The Association has also capitalized on its nationwide connections to begin negotiations with regional authorities on the possibility of creating a system of rehabilitation centres to serve the needs of youth recently released from custody. The rehabilitation centres are expected to be regionally funded and would provide post-custodial youth with a wide range of services geared to helping them make a successful transition to life outside of the colony, as well as significantly reducing the high rate of recidivism for post-custodial youth which is currently seen throughout the country. At a meeting of the Public Council of the FCS in Kazan in February 2008, representatives from the YAR Project discussed the idea of establishing rehabilitation centers for youth preparing for release with key policymakers in the FCS and the idea was approved by them in principle.

Through the Association, the YAR Project has been able to forge an even closer partnership with the FCS - a traditionally rigid and conservative institution – opening up more opportunities for cooperation and broadening the possibilities for replicating the pilots' successes in corrections and juvenile justice reform across the country. The critical groundwork has been laid and now the Association is engaging its high-level partners in advancing reforms in the field of corrections. The pilot was likewise able to secure local funding for the continuation of the Association's work beyond the lifespan of the YAR Project through an agreement with the "Social Partnership for the Development of Bryansk Oblast" NGO based in Bryansk.

## II. A Focus on Moscow Oblast: Developing Innovative Services for Youth in Mozhaisk Colony

In Moscow Oblast, two of the YAR Project's pilot teams have combined their expertise and efforts to advance corrections reform and promote effective rights-based programming for youth serving sentences in Mozhaisk colony. Like in Bryansk, the pilot project teams chose to work both directly with youth as well as with staff from the colony. This two-pronged strategy has succeeded in developing a wide-range of innovative services for youth that have significantly improved rehabilitative and pre-release re-integrative support offered in the facility. Critical interventions in the form of employment support and assistance to custodial youth were made possible through the cooperative efforts of the non-governmental sector and private sector working in partnership with the municipal employment services centre and the corrections system. The constructive civil society-business-state partnership developed through the YAR Project's employment services

### Most Notable Achievements of the Two Moscow Oblast Pilots in Corrections

- Professional development training and methodological support provided to Mozhaisk colony staff by the Kvartal Centre results in the introduction of new and improved rehabilitative, reintegration, rights-based and gender-aware services for custodial youth, including, the effective psychological, cognitive-behavioral and employment support programs.
- The development of a successful, comprehensive and replicable model of 'in-colony' career counseling and support services for custodial youth on the basis of an effective NGO-State partnership.
- Ensuring equal access for custodial youth to government programs which provide additional support during the difficult transition from the colony back into the community.

project in Mozhaisk region stands as an important example of how development project's in Russia can foster greater cooperation between the state and non-state sectors in the provision of valuable and ultimately more sustainable right-based services.

***The Professional Development of Corrections Staff in the Provision of Effective Rehabilitation Services.*** The Mozhaisk Colony pilot project team succeeded in improving the quality and effectiveness of services offered to the youth in custody by focusing on the professional development of colony staff in addition to working with individual work with youth. Before their interventions in Mozhaisk, staff psychologists were working with custodial youth using out-dated and ineffective methodologies for psychological assessment which were neither designed in conformity with international standards nor with the best interests and needs of the youth in mind. Under the old system, inadequate assessments and limited information on the young person's adaptation to life in the colony, their individual needs, and criminogenic risk factors, negatively impacted the ability of staff to provide suitable rehabilitation and reintegration programs for the young offenders in their care. The ineffectual work with children in the colony was having a serious and long-term negative

impact on the ability of youth to successfully navigate their reintegration into the community upon release. On the one-hand, the lack of rehabilitation programs and reintegration strategies tailored to a youth's individual risks and needs meant that young people were being released from custody woefully unprepared to face the significant challenges "outside of the walls of the colony." On the other hand, the dearth of information on the particular needs and risks of a youth being released from the colony hampered the ability and the propensity of support systems in the community to

provide youth with appropriate supervision and services that could mean the difference between starting a successful new life or ending up back in the criminal justice system.

Recognizing this serious deficiency in the system, the pilot team at NAN decided to focus their energies on developing and training colony staff in contemporary rights-based assessment methodologies which have significantly improved the ability of corrections personnel at Mozhaisk to provide custodial youth with tailored and effective rehabilitation and reintegration strategies. Over the course of the project, the group of NAN psychologists has worked closely with the colony administration and staff to provide personnel with on-going training and support in the development of better services for custodial youth.

Colony staff have benefited from training in more effective psychological assessment methodologies and cognitive rehabilitative instruments, informed by international best practices and adapted to the Russian context. Continual support and trainings by NAN psychologists working through the innovative 'Kvartal' rehabilitation centre in Moscow enabled Mozhaisk colony staff to enhance their capacity to conduct reliable psychological assessments to be used in the design of individualized rehabilitation programs addressing the specific needs and risks of each youth in their care. Training sessions targeted to specific personnel at the colony (including psychologists, caretakers, instructors from the colony's school, and the in-house social worker) took place at least once a month with continual support provided in the interim. Professional development made possible through the project provided key personnel at Mozhaisk colony with the methodological support necessary to introduce new and improved services for custodial youth in areas as diverse as: addictions treatment (the development of programs and a rehabilitation space in the colony for youth suffering from alcohol and substance abuse, gambling addictions, and codependency issues); individual and family therapy (rehabilitative services for youth coming from a dysfunctional family, with and without the participation of family members, which focus on the restoration of healthy family relations); supporting the adaptation and re-socialization of programming and individualized strategies); group therapy (training in the use of group therapy as a rehabilitative strategy for young); behavioral remodeling (rehabilitative programming for youth who exhibit anti-social behavior); social support for staff (seminars focused on providing professionals in the colony with strategies to help them prevent burn-out and manage the specific stresses encountered in their line of work); and targeted support for the colony's in-house social worker in order to improve the collection and analysis of relevant information (i.e. risks and needs, family and social milieu, adaptation to colony) for the file of each youth, as well as to support the provision of better information (i.e. information on employment/education options to youth, support services available in the community, documentation required after release) in preparation for their release.

In addition to the trainings offered directly by the pilot project team, staff at Mozhaisk colony have continued to benefit from consultations with the Project's Canadian experts that provided them with methodological guidance on issues such as improving the application of child rights principles and youth participation within the colony and incorporating gender-sensitive technologies into the colony's programming. In November 2007, the YAR Project provided Mozhaisk colony staff, as well as over 50 other representatives from YAR pilots and YAR Project partnering regions, with the opportunity to benefit from exposure to Canadian and international best-practices in the application of child rights and promoting meaningful youth participation in the juvenile justice system from the respected Canadian organization and YAR Project partner, the International Institute for Child Rights and Development (IICRD) at the University of Victoria in British Columbia, to introduce gender-awareness to the colony. Through seminars, methodological texts, and on-going support, provided by Canadian experts, in partnership with the project's Russian gender expert, the staff at Mozhaisk colony gained the understanding and the skills necessary to introduce gender-sensitive techniques into their rehabilitative and educational programming, specifically: gender-specific

anger management therapy for boys; training for youth in gender modeling to improve cross-gender and family relations; the involvement, when possible, of both male and female relatives in a young person's rehabilitation program; and discussions with youth about gender-based socialization patterns and its impact on relationships at home, at school and at work.

***The Introduction of Effective Psychological and Cognitive-Behavioral Rehabilitation Programs for Custodial Youth.*** The colony staff is putting the new instruments and skills they have learnt through the project to excellent use in the introduction of new and improved services for the young people in their care. Initially, a test group of fifteen youth were selected on a voluntary basis to participate in the first 'Mozhaisk rehabilitation staff-led' educational and assessment sessions. The trial sessions proved to be an overwhelming success. The young people involved responded with enthusiasm at being asked to take an active and meaningful role in their rehabilitation. Staff-facilitators observed improved behavior among participants as a result of the sessions. As such, a decision was taken to extend these services to all youth in the colony.

As a result of the project, youth in Mozhaisk colony now have open access to a range of effective rehabilitative assessment and counseling services informed by Canadian international best practices. Through individual and group therapy, as well as interactive presentations, trainings, and discussions held on a regular basis, youth are developing their skills in anger management, conflict resolution, self-affirmation, positive communication, self-realization and goal-setting, as well as in overcoming addictions. This holistic approach to rehabilitation enables youth to address their key risk factors with the support of trained professionals while still in the colony, better preparing them for success upon release.

The pilot project team has come to be recognized as experts in their field as a result of their successful capacity-building trainings in Mozhaisk colony, being approached by regions and organizations outside of the YAR Project with requests for support and partnerships. During a YAR Project supported visit to the Ryazan youth colony for girls, the staff approached the pilot project team with a request for training in right-based methodologies and programs for working with HIV positive girls. The pilot team has likewise attracted the attention of like-minded practitioners, establishing working partnerships with other Russian and international organizations working with youth at risk.

***Empowering Custodial Youth to Find Employment After Release.*** Unemployment of post-custodial youth in Russia is one of the major risk factors contributing to high recidivism rates in the country. Youth recently released from a correctional facility are significantly disadvantaged in the labour market. In addition to lacking many of the basic skills necessary to succeed in the increasingly competitive Russian labour market, they often face discrimination from potential employers who are reluctant to hire someone with a criminal record. The majority of youth in custody do not know how to prepare a CV, how to conduct a successful job search, how to present themselves at an interview for a job, or what types of professions are suitable and available to them. For post-custodial youth, finding and keeping a good job often means the difference between starting a new life and returning to the life of crime which brought them into conflict with the law in the first place. However, if these young people are not given the opportunity to develop the skills necessary to making it in the job market, than they are presented with an incredible steep uphill battle in suitable employment after their release. It was for this very reason that one of pilot projects in Moscow Oblast, led by the regional employment service agency, decided to extend their expertise and services to youth in Mozhaisk colony.

In November 2007, a formal agreement was reached between the Moscow Oblast Employment Services and the Moscow Oblast Division of the FCS to begin delivering career counselling and support to youth in Mozhaisk colony. Since then, the pilot team has coordinated with staff at



Mozhaisk colony in the development of several initiatives to ensure that youth at Mozhaisk are better prepared to enter the labour market upon their release from the custody.

***Offering a 'New Start' for Youth in Custody.*** The pilot team has build upon the success of the "New Start" career counselling club for youth at risk in Mozhaisk region and open up a division of the club for youth in the colony. Thanks to the pilot team, custodial youth in Mozhaisk are now able to benefit from the same employment support and resources as their peers in the community as well as new services specifically targeted to their needs. At the club, young offenders are empowered with the knowledge, support and direction needed to prepare themselves to enter the workforce or start their own business and make a "new start" in life upon their release. At the club, youth can learn more about what careers would be best-suited to their personality and existing skill set through assessments which gauge professional orientation and entrepreneurial proclivity. The club's staffs coach youth in the development of key skills necessary for finding employment outside of the colony. The pilot has likewise produced a series of educational brochures distributed to custodial youth through the centre which aim to reinforce basic job search skills with titles such as "Writing an Effective Résumé," "Conducting a Successful Job Interview," and "Employment Services for Youth" which provides youth with information on free employment services offered to them in Mozhaisk region. In November 2007, owing to the immediate success of the model developed in Mozhaisk colony, the pilot was given permission from the Federal Corrections Agency to open a similar club at the Ishanskaya Colony for boys in Moscow Oblast and begin offering employment support to the over 190 custodial youth serving sentences there.

***The Establishment of Career Fairs in the Colony.*** In 2007, the pilot project began organizing career fairs for youth in Mozhaisk colony. These events inspire youth to start seriously thinking about their post-release employment and educational perspectives and empower them in making an informed choice about their future. At the fairs, youth are exposed to a wide variety of professions and educational/technical training programs that are open to them upon release and are introduced to potential employers willing to offer post-custodial youth employment. The fairs come to life with interactive presentations from role-model/professionals working in industries as diverse as design, publishing, health and beauty, fashion, culinary arts, music, office management and floral arts. The involvement of local professionals, who freely donate their time and experience to the cause, helps to foster greater confidence and trust of the youth in the 'outside world,' and sends a message that they are individuals worthy of time and support. These events are also used as an opportunity to better inform custodial youth about their rights and responsibilities as employees, to discuss with them how to obtain documents necessary to gain legal employment or begin studies after their release and to reiterate some of the key steps to successfully finding and keeping a job.

The pilot also made it a priority to involve parents in the organization and implementation of these expositions, with the goal of fostering closer and healthier relations of custodial youth with their families, creating a greater understanding and support of the youth's post-release options and plans in the family, and thereby increasing the possibilities of the young person's successful reintegration into society. Indeed, the youths' families responded to the idea with tremendous enthusiasm, with more than 60 families getting involved in the process.

The career exhibitions have become a major event for the youth at Mozhaisk colony. They are an important forum for these marginalized youth to reclaim their ability to impact positive change in their own lives and envision themselves as valued members of their community and its workforce. Several youth released from the colony secured their first post-release job through contacts made at the fairs, while others have capitalized on the support and workable strategies presented to them

through the fairs and on-going in-colony career counseling to find employment for themselves.<sup>86</sup> The Mozhaisk career fair service developed through the project is having a decidedly positive impact on the lives of youth at risk as they prepare to make the difficult post-custody transition. In fact, the innovative “in-custody job fair” model has been so successful for youth in Mozhaisk colony that the pilot has begun to offer assistance to colonies in other regions of Russia that want to set up similar programs for youth in their facilities.

***Ensuring Equal Access to Government Programs for Young People in Custody.*** As a result of the Mozhaisk employment services pilot project’s efforts, youth in and recently-released from Mozhaisk colony are now benefiting from a federal program called “Temporary Employment of Minors” which among other things provides financial support to youth between the ages of 14 and 18. Previously, the majority of incarcerated youth were denied their right to receive funds from this program on a simple technicality - they did not have a personal bank account into which the subsidy could be deposited. Under general circumstances, opening a bank account in Russia requires an individual to visit the bank in-person to complete all the necessary forms. This system presented an impossible barrier for youth in secure custody, and it was for this reason that the pilot team developed a new service whereby bank representatives were invited to Mozhaisk colony to open accounts for youth in-custody. As a result of the pilot’s activism, custodial youth at Mozhaisk are for the first time receiving equal access to this government service. They are now receiving funds that, for many, will prove essential in helping to cover some of the immediate and basic costs of living they will encounter following their release from the colony. The temporary relief provided by these funds reduces the likelihood that financial circumstance will force youth to resort to illegal means of ‘making ends meet’ before they are able to find suitable employment. In fact, having a bank account set-up before being released from the colony gives youth a head-start in the job market, because when signing a job contract, candidates are usually required to present their banking information so that their wages can be issued by direct deposit.

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<sup>86</sup> Please refer to the Post-Custody section of this publication for an example of a personal success story.

### III. A Focus on Chuvashia: Bridging the Transition from Correctional Care to Post-Custody Success

#### Major Achievements of the Chuvashia Pilot in the Area of Corrections

- The development and introduction of comprehensive pre-release rehabilitation and reintegration services for youth in Novotroitskaya colony as a part of the emergent system of case management in Chuvashia and in full cooperation with colony staff.
- The introduction of essential case management tools such as the Risk and Needs Assessment and the Social Support Document into the work of the colony.
- Improving the capacity of colony staff to provide effective rights-based services to the youth in their care.
- The establishment of meaningful recreational programming for custodial youth which are complimentary to the rehabilitative and re-integrative goals of custodial care.
- Empowering families to play a more active and involved role in the life of the colony and in the development of their child's rehabilitation and reintegration plan.

In the beginning of their involvement with the YAR Project, the pilot project team in Chuvashia planned to focus their efforts specifically on supporting post-custodial youth released from Novotroitskaya colony in the adjoining Republic of Marii El.<sup>87</sup> However, after several failed interventions, the team came to the conclusion that their original model was flawed. The pilot team was making first contact with youth only after they had been released from the colony, which did not give them or the youth the adequate time to establish a healthy working relationship or devise and initiate a successful plan for re-integration. By the time an agreement had been reached with the youth and all the necessary agencies (employment services, schools, rehabilitative services) had agreed to assist the young person, it was often too late. When one of the young boys released from the colony ended up back in court for another crime before the pilot team had the chance to set his reintegration plan into motion, the Chuvashia pilot team made the decision that something had to change.

***Mobilizing Lessons Learned in the Provision of Improved Services for Custodial Youth.*** Today, the pilot project in Chuvashia is offering rehabilitative and re-integrative services and support to youth in custody in preparation of their release in addition to their work with post-custodial youth. This new model developed in Chuvashia reflects the organic and integrative approach to juvenile justice reform promoted by the project and reflects one stage of Chuvashia's emergent system of case management. The pilot's approach likewise reflects a main tenet of the Canadian youth justice philosophy on corrections brought to the Russian partners through the YAR Project. According to the YCJA one of the main purposes of the youth custody system is "to assist young persons to be rehabilitated and reintegrated into the community as law-abiding citizens, by providing effective programs to young persons in custody and while under supervision in the community."<sup>88</sup> The pilot project in Chuvashia has made significant progress in assisting the administration at Novotroitskaya colony to develop better programming for the youth in their care which prepares them for successful reintegration into their communities. To date the major achievements of the Chuvashia pilot in the sphere of corrections can be summarized as follows.

<sup>87</sup> Young male offenders sentenced to custodial terms in Chuvashia are sent to the Novotroitskaya youth colony in the neighboring Republic of Marii El as the Republic of Chuvashia does not have its own youth colony.

<sup>88</sup> YCJA, Part 5: Custody and Supervision, 83 (1)(b).

***The Development of Pre-Release Rehabilitative and Reintegration Services for Youth in Novotroitskaya Colony.*** After reaching an agreement with the administration of Novotroitskaya colony, the pilot team, in cooperation with the colony's staff, began to actively develop a rehabilitative and re-integrative program for young offenders which better prepares them to make the successful transition from the colony to their home community. To date, the pilot has succeeded in creating a comprehensive program which directly focuses on preparing young offenders for their early release from the colony. The program offers custodial youth support through several different mechanisms. Youth benefit from a series of group therapy courses which empower youth to improve their communication skills, reinforce pro-social values, develop anger management techniques, build trust with other group members, challenge them to examine the consequences of their actions, motivate them to set goals for themselves, and develop a plan for success following their release. The pilot likewise offers informational sessions in the colony which provide youth with practical information to prepare them for their post-custodial reintegration. Furthermore, youth are given the opportunity to take advantage of individual therapy and counseling services offered by the pilot project's team of social workers who visit the colony every Sunday.

To begin with, a group of fifteen youth in the colony who were being considered for early release were selected for participation in a trial run of the program. The trial rehabilitation program met with great success, with impressive feedback from both the young participants and the colony administration. After participation in the program, the target group of youth demonstrated reduced anger, improved communication skills, and a more positive attitude to their social environment. Furthermore, the participants voiced a strong commitment to participation in various community-run rehabilitation programs suggested by the pilot team and a general willingness to seek and accept help upon release from the colony. The program also facilitated the establishment of constructive and mutually trusting relationships between the pilot's team of social workers. The creation of such positive relations is indeed another critical success of the program, because it is the project's social workers, who have taken on the role of transitional 'case managers,' that continue to work with the youth after their release to facilitate their reintegration plan. In fact, the trial run turned out to be so successful that the colony administration approved the pilot project's program for continued use in the colony. To date, the pilot has conducted three cycles of the program and they intend to continue offering this important service to youth in the colony long after the end of the YAR Project.

***Youth Participation is an Important Factor of Success.*** Youth participation has been a driving force in the success of the pilot's work in Chuvashia. Through the support of the project, a strong group of volunteers and young professionals have emerged in the region that are committed to advancing reform in the area of juvenile justice and corrections reform. Over the course of the project, this group of young activists has taken up the initiative of providing support to young people like them in Novotroitskaya colony. Ahead of their involvement in the colony, the group of eighteen student volunteers and recent graduates from the Psychology and Social Work departments of the local university received intensive training in methods of work with custodial youth from the pilot leader, FCS staff, and the colony's social worker. The training program began in February 2007, with participants attending two and a half hour sessions delivered three times a week. Core training provided the young professionals with practical insight into a variety of techniques for working with custodial youth, including: peer facilitation, effective communication training, trust-building exercises, and methods for resisting manipulation. Participants were also provided with training in a methodological text produced by the pilot called "The Supervisor's Journal" that contains all the instructions, form and tools necessary for working effectively in the colony. The young volunteers responded with enthusiasm to the trainings and expressed confidence in taking a leadership role in working with the young offenders at the colony in Marii El.

Since September 2007, this group of youth activists has been actively involved in planning, designing, and implementing activities for and with youth at risk in the colony. Four of the student-volunteers who underwent the training have taken up full-time employment with the project as social workers for the Chuvashia Branch of NAN. They are leading the pilot's rehabilitation and reintegration programming in the facility at Novotroitskaya in cooperation with the colony administration and social support staff. They are likewise leading reform in the area of case management in Chuvashia in their role as social workers. The remainder of the young volunteers still actively contribute to the development of the pilot and are particularly involved in the planning and conducting of various events for the project in their free time including public relations campaigns, seminars for key stakeholders on topics related to the project, and special activities for the youth at Novotroitskaya colony.

***The Coordination of Special Events for Custodial Youth in Novotroitskaya Colony and in the Community.*** Another focus of the pilot has been the organization of special events for the youth living in Novotroitskaya colony both within the facility and out in the greater community. Such events are in keeping with the Canadian and international best-practices advocated through the YAR Project which stress that correctional facilities have a responsibility to provide adequate opportunities for the children in their care to interact with their families, peers, and community as well participate in sports, artistic endeavors, and other leisure activities. The promotion of such activities is complimentary to the rehabilitative goals of custodial care and is essential to ensuring that youth foster and maintain the motivation, esteem and relationships necessary for a successful transition to life outside the colony.

*"Children should be provided with a physical environment and accommodations which are in keeping with the rehabilitative aims of residential placement, and due regard must be given to their needs for ...sensory stimuli, opportunities to associate with their peers, and to participate in sports, physical exercise, in arts, and leisure time activities."*

**The United Nations Rules for the Protection of Juveniles Deprived of their Liberty. Article 32.**

*"The most significant success of our pilot project in the sphere of corrections has been the successful coordination of the potential of Novotroitskaya Colony and community resources in the Moscow district of the city of Cheboksary in the provision of rehabilitative and re-integrative services to youth in the colony and following their release. The initial success we had in this sphere has set in motion the development of a system of juvenile justice for the entire Republic of Chuvashia. Meanwhile our involvement in the colony, which is located in the neighbouring republic, has sparked an agreement between government agencies in the Republic of Marii El to introduce similar reforms in their republic."*

**Yury Sadovnikov,  
pilot project leader for Chuvashia.**

In addition to the series of events for custodial youth and their families sponsored by the pilot, the team in Chuvashia has organized many other inspirational activities for the children at Novotroitskaya colony which support their rehabilitation and development. The pilot team and its group of young volunteers have encouraged closer contacts between the youth and their home community by taking them to youth functions and museums in the city of Cheboksary. The pilot has likewise organized numerous special events for the children on the colony grounds, including soccer tournaments, painting exhibitions, holiday celebrations and an inspirational talk by local hero and champion boxer Aleksei Solovyov. The children responded with enthusiasm to all of these events,



expressing a heightened sense of optimism for the future and a strengthened commitment to their rehabilitation progress.

***Improving the Coordination Capacity of the Colony to Provide Targeted Support to Youth.***

Throughout the project, the Novotroitskaya colony administration has played a pivotal role in providing access to organizations delivering services to youth in custody and has demonstrated an openness and willingness to work with non-traditional partners such as groups of young volunteers and organizations from the community. The administration has been also receptive to recommendations made by the pilot team on how to improve the services offered to youth in their care, approving innovative new programming for inmates, as well as targeted assistance and training for the colony's lead social worker.

***The Inclusion of Novotroitskaya Colony in the Development of a System of Case Management for the Region.*** The colony administration has likewise been a strong supporter of the introduction of elements of case management into the colony. As discussed earlier in the section on Case Management, the pilot team in Chuvashia has succeeded in developing and securing institutional support for a model of case management which is currently being introduced in the city Cheboksary, the capital of the Republic of Chuvashia. As the correctional facility for all male youth in Chuvashia sentenced to a term in secure custody, Novotroitskaya colony in the Republic Marii El plays a critical role in this emergent system. The agreement of the colony administration to support the introduction of elements of case management into its operations was an important step in the realization of the entire system of case management in the region.

The pilot project's social workers have already been fulfilling many of the functions of 'case managers'. They have proven to be an incredible asset in the colony in this regard: working with the staff to coordinate the involvement of community organizations and resources in the rehabilitative and reintegration services for youth in the colony and for those who have been released, monitoring the progress made by individual youth through the development of Social Support Document (SSD), and drafting detailed Individual Rehabilitation Programs (IRP) for minors released from the colony. Now with the agreement to expansion the case management model in Chuvashia to all stages of the juvenile justice continuum, corrections officials will receive the SCD filled-out by the case manager together with the youth's disposition. Receiving this critical information ahead of the young person's transfer to the colony will better enable corrections staff to begin working on with the young person on their rehabilitation and reintegration strategy from the very first day.

***Encouraging the Active Involvement of Families of Young Offenders in the Colonies.*** The significant role played by parents and families in the prevention of youth delinquency as well as in the rehabilitation and reintegration of custodial youth is well-documented in both Canadian and international experience and has been an aspect of the juvenile justice system actively promoted to the Russian partners through the YAR Project. Canada's YCJA specifically states that the "youth custody and supervision system should facilitate the involvement of the families of young persons." (YCJA, 83:2c). In fact, facilitating the involvement of parents and the community in the lives of youth serving sentences in closed facilities is considered as a duty of corrections agencies under international norms. Similarly to the pilot in Mozhaïsk, the pilot project team in Chuvashia has made encouraging the greater involvement of families in colony affairs a major focus of their work at Novotroitskaya. Through the organization of various events and initiatives, the pilot team has supported the more active participation of parents in the design and implementation of rehabilitative services offered to their children, strengthened cooperation between corrections personnel, administrative officials and the families of custodial youth, and provided a forum for promoting healthier dialogue and relations between custodial youth and their relatives.

Over the course of the project, a number of “parent conferences” and round tables were held where the official guardians of the youth in Novotroitskaya colony had the opportunity to share their recommendations with FCS, KDN, and colony staff for improving services available to young people at the facility, as well as negotiate areas where they, as parents, could directly be involved in the in-custody rehabilitative programs and post-release integration strategies of their children. The parents’ constructive engagement in colony affairs, and positive contributions to their children’s in-custody rehabilitation, have been well-received and supported by FCS and the colony administration. The pilot’s initiatives have fostered a more transparent relationship and productive cooperation between the families of custodial youth and corrections personnel. Ultimately, the strength of this partnership will play a fundamental role in the successful post-custody reintegration of the youth currently in Novotroitskaya colony. As Canadian and international experience shows, the successful re-integration of custodial youth begins before release, in the correctional facility itself, and involves the coordination of multiple players, with one of the most important of those players being the young person’s family.

In fact, the pilot has played a rather influential role in facilitating closer contact between the youth at Novotroitskaya colony and their loved ones. Through the organization of frequent parent-child gatherings and ‘family day’ celebrations at the colony, as well as special outings outside of the colony at the “Rainbow Club” in Cheboksary, the project team and its league of volunteers have supported parent-child reconciliation and promoted the development of family relations more conducive to the long-term success of the young person’s rehabilitation and reintegration into the community after release. In support of these goals, the pilot also offers family therapy services to those in need, both while the youth is still in custody and after they have been released into the community. The experience of promoting the greater involvement of parents in the lives of their children at Novotroitskaya colony has been so overwhelmingly positive that the pilot team decided to expand their support to parents of children on probation and those registered with the KDN through the creation of ‘parent councils.’

#### **IV. A Focus on Other Pilot Regions Making Inroads in the Sphere of Corrections:**

*In Stavropol the Pilot and its Partners are Offering Critical Support to Young People in Custody.* In Stavropol region, YAR’s “7<sup>th</sup> Element” pilot project has been influential in providing custodial youth with training in stress management, effective communication, self-actualization and anger management techniques, as well as with access to legal aid. Representatives from the local branch of NAN have developed and facilitated multiples seminars for youth at Georgievsk colony, located in Stavropol region, which addressed the above-mentioned topics in addition to distributing informational brochures on the same themes. Additionally, the pilot organized for its NGO partner, “Legal Clinic,” to deliver regular informational sessions for the young offenders at Georgievsk on their rights under the law and other pertinent legal issues as well as access to legal counseling. At these monthly sessions youth also received practical information regarding their eventual release, such as: which government agencies are involved in working with post-custodial youth and what their key functions and responsibilities are; what other services are available to them in the community after release; what documents are required to acquire residency, to get into educational institution, and to get a job; and how to acquire a passport.

*“Bringing the youth at Novotroitskaya [colony] together with their parents is always particularly rewarding and has been a major reason for our success in the colony. These events are critical to strengthening and reinforcing positive relationships within the family, including boosting the child’s own self esteem. But [such events] have also been important as trust-building exercises between our organization and the parents and children. It was through these meetings that we begin to really connect with the teens and their families. They get to know what our project is all about, how we can help them, and that we really care. We need that trust to be able to work with these young people and their families, to support their rehabilitation in the colony and their continued supervision after release. Before we started working in the colony, we used to have to go chasing after the youth released from custody to try and get them to cooperate with us, but now that we have earned their trust, both they and their families come to us directly for help.”*

**Yury Sadovnikov.**

***In Rostov Training for Corrections Staff and the Establishment of a Parole Court are Improving Services for Youth both While in Custody and after their Release.*** Corrections staff from both the colony and the FCS’s CIS have received critical training in juvenile methodologies which are improving their capacity to provide custodial, post-custodial and conditionally-sentenced youth with the individualized support and guidance they need to become productive, law-abiding citizens. According to Elena Voronova, leader of the Rostov pilot and a renowned champion of juvenile justice reform, the materials and technical assistance provided by Canadian experts in the fields of probation, case management and parole, through the YAR Project have been indispensable in the development of on-going training seminars for corrections officials in the region. These trainings have been particularly important in fostering an understanding of juvenile justice principles within the Rostov Oblast Division of FCS and improving the ability of their employees to use specialized strategies for dealing with young offenders. As Voronova notes, “a major problem in Russia is that the cadres working for FCS are not specifically trained to deal with minors. Everyone who works with this agency, whether it be with adults or with minors, gets the same training. This, of course, negatively impacts the ability of the system to support the rehabilitation of youth and the protection of their rights.” Before the project’s intervention, this lack of specialization stood as a serious barrier to the provision of effective youth-centred services for young offenders and the overall reform of corrections. Today, however, the Rostov pilot is employing the methodologies and instruments presented to them through the YAR Project to develop the capacity of FCS staff to provide specialized support to minors who come into conflict with the law.

FCS has responded extremely well to these initiatives. The pilot’s training seminars are always well-attended and officials have shown a determination to apply their newly-gained understanding and skills in practice. Furthermore, the targeted engagement of corrections officials in such trainings was influential in fostering the interdepartmental partnerships and consensus necessary for the establishment of the country’s very first parole court in Azov. This innovative court, modeled on the Canadian system of probation/parole is set to revolutionize the system of support and supervision offered to youth conditionally released from Azov youth colony and act as a model for replication throughout the country.<sup>89</sup>

<sup>89</sup> For more detailed information on the establishment of the penitentiary court in Rostov Oblast please refer to the Post-Custody section of this publication.

## **A Personal Success Story in the Area of Corrections: Successful Rehabilitation Begins in Custody**

*The following is the personal story of one of the many young people across the pilot regions whose lives have been positively transformed by the services developed through the YAR Project in the sphere of corrections:*

Andrey came from a family that fell apart. He lived in an apartment with his mother and grandmother, but serious conflicts arose in the home when his mother started dating a man that Andrey did not get along with. When his mother decided to marry this man things got worse and all attempts to re-establish good relations within the family failed. The teenager was rarely home and became increasingly aggressive towards others. His mother thought Andrey would improve when he got a job at an auto repair shop, but he was unable to keep himself out of trouble. He got involved with a group of troubled youth like himself and began to frequent parties where he would heavily drink and engage in other high risk behaviours.

When he was just sixteen years old Andrey was convicted of attempted murder and sentenced to four years imprisonment in Bryansk Colony. In October 2006, the YAR Pilot Project team in Bryansk began to work within the colony to provide support for custodial youth. Specialists from the Juvenile Justice Laboratory, the Pilot Project partner in Bryansk, assessed Andrey and found that he was lacking basic communication skills, a deficit which often leads to conflicts and aggression. Andrey was invited to take part in a special program developed by the YAR Pilot Project team which incorporates Russian and Canadian best practices in cognitive behavioural therapy. The year-long program involves a series of trainings which support and challenge young offenders to assume responsibility for their personal behaviour while empowering them with skills necessary to affect positive change in their lives. For example, the “Me and My View of Myself” module aims to build custodial youths’ self-esteem and self-acceptance, while the “Me and Others” trainings asks youth to focus on constructing healthy relations with their families, peers, and the general public. Another module called, “Me and the World,” tasked youth like Andrey to explore with their past experiences, present situation and future plans. Andrey and his peers were also asked to focus on exploring their expectations and their capacity to achieve those expectations.

In addition to the rehabilitation program offered within the colony, the pilot team was able to organize one other event that had a particularly positive impact on Andrey. When Andrey was released from the colony in December 2007, the YAR Pilot Project team arranged for him to meet a young man named Zhenya who, just like him, had served a sentence at Bryansk colony. When they met, Zhenya was doing very well. He was attending university and had successfully managed to avoid further conflicts with the law. This positive example gave Andrey an additional motivation to succeed in life.

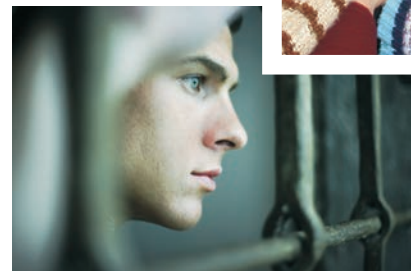
Zhenya spoke highly of the work being done through the Bryansk pilot project, exclaiming “*What a great help this is for kids, it’s a shame you weren’t around [in the colony] before. This kind of program could have helped a lot more of us.*” Zhenya was impressed with the progress that Andrey had made during his time in custody. Andrey had managed to complete his secondary education within the colony. He had gained valuable skills in effective communication and anger and aggression management as well as a critical understanding of his legal rights and responsibilities. All of these interventions have played an important role in preventing recidivism after his release.

Upon release from the colony, Andrey was assisted by the pilot team in securing a job at an auto repair shop and is now planning on enrolling in a technical college to continue his education. The pilot project members also worked closely with government agencies and assisted Andrey in obtaining accommodation at a youth hostel to prevent new conflicts with his stepfather. Andrey is doing well and excited about his future. *“I never thought it was possible to get settled in life so well after prison,”* he informed us. But when rehabilitation and re-socialization of custodial youth begins in the colony, they are given a far better chance of making a new start in life.





# Part E: POST-CUSTODY





## Part E: POST-CUSTODY



### Highlights of the Post-Custody Section

- Until quite recently, the supervision and support of youth released from custodial institutions was an issue that received minimal attention by policy-makers. The lack of effective coordination between agencies mandated to work with young offenders released from custody, a general hesitancy to involve non-traditional community partners in the provision of rehabilitative and reintegration services, and the same punitive approach seen in the sphere of corrections has negatively hampered the ability of existing service providers to offer young people released from custody the proper support they need to get on the right track.
- The YAR project has improved the capacity of Russian partners to design and establish replicable reintegration and rehabilitation services for post-custodial youth. The pilot project teams have developed a diverse set of locally-responsive models of post-custodial reform and care which will help to better inform the process of improving the system at the nation-wide level. These innovative models have proven successful in addressing many of the gaps in the previous system, shifting the focus of youth corrections from punitive to rehabilitative and early re-integrative measures, introducing key elements of case management into the post-custodial model to best ensure continuity and quality of care, uniting traditional justice and corrections agencies, local government bodies mandated to work with post-custodial youth, and community partners in the provision of sustainable and effective rehabilitation and reintegration programming, and, most importantly, improving the lives of and opportunities for post-custodial youth. Thanks to the dedication, expertise, hard work, and ingenuity of the YAR Project's Russian partners in the field, often in the face of legislative, administrative and normative barriers, significant progress has been achieved in the area of post-custodial reform.

### **The Major Achievements of the Project in the Area of Post-Custody Include:**

**Chuvashia.** The introduction of a comprehensive set of new and improved rehabilitative and early re-integrative services into Novotroitskaya colony that are informed by Canadian and international best-practices and are focused on helping custodial youth to better prepare for their release from the colony, including: individual rehabilitative therapy and reintegration planning tailored to the specific risks and needs of youth by the pilot's team of trained social worker 'case managers'; group cognitive behavioural rehabilitative therapy; family reconciliation and relationship-building programming; legal and employment support; and extracurricular and trust-building activities both in the facility and within the young person's home community.

**Rostov Oblast.** The establishment of the Russian Federation's first 'parole court' which is set to drastically improve the quality and coordination of support and supervision offered to youth conditionally released from Azov youth colony and act as a model for replication throughout the country. The for establishing a model 'parole court' was first conceptualized following a 2007 YAR project study tour in Canada which provided key stakeholders in Rostov with first-hand exposure to the Canadian system of probation/parole, and was further developed during the Community Justice Consultations held in Rostov in November 2007 as a part of the YAR Project.

**Bryansk Oblast.** The development of a ground-breaking study, which uncovered serious deficiencies in the existing system of support and supervision provided to youth released from colonies in Bryansk Oblast, and is now being actively used by the pilot and its influential partners to lobby for comprehensive post-custody reform in the region;

The training of colony staff in the development and implementation of successful early re-integration strategies for custodial youth ahead of their release from the colony;

**The SWDM and Moscow Oblast.** The development and implementation of an effective in-colony/community career counselling and support services program which is designed to assist custodial youth in making successful and sustainable transitions from the colony back into their home community;

The development of individually-tailored, rights-based rehabilitation and reintegration plans for juveniles released from Mozhaisk colony by the pilot project team at the Kvartal Centre using the adapted RNA methodology and in close cooperation with corrections, youth justice and community partners.



In recent years, improving the system of support and supervision for youth released from correctional facilities (i.e. the youth post-custody system) has become an important issue on the national agenda. High rates of recidivism among custodial youth have raised alarm bells among policymakers. In the Federation Council's most recent report on the state of children in the Russian Federation, deficient support for post-custodial youth was highlighted as an area of in need of urgent reform: "Unfortunately, unlike the majority of western nations, in Russia the post-custodial justice process for young offenders is not well-developed and lacks an effective mechanism for the social rehabilitation of minors released from corrective institutions."<sup>90</sup> The report calls for a legislative review of the existing system, aimed at improving the effectiveness of services offered to post-custodial youth, as well as a commitment to provide the necessary funding for such initiatives.<sup>91</sup> Similar concerns were on the minds of top officials at the Government Commission on Minors Affairs held in Saint Petersburg in September 2007. At this important meeting, headed by the Minister of the Interior, reforming the system of state support for youth conditionally released from correctional facilities was discussed as an integral part of developing a successful juvenile justice system in Russia.

The existing system, beset by a number of serious issues, has proven to be largely ineffective in helping post-custodial youth make a successful transition to life outside of the colony. One of the most significant problems appears to be the lack of effective coordination between agencies mandated to work with young offenders released from custody, as well as hesitancy to involve non-traditional community partners in the provision of rehabilitative and reintegration services. The same punitive approach seen in the sphere of corrections likewise hampers these agencies' ability to offer young people the proper support they need to get on the right track. Another major problem is that, until quite recently, the supervision and support of post-custodial youth was an issue that received minimal attention by policy-makers. The KDN, which is the agency responsible for organizing the rehabilitation plans of post-custodial youth, still operates on regulations adopted back in 1967 that were designed for an entirely different political, cultural, and economic reality. The CIS of the Federal Corrections Service, another body which has the potential to play a key role in the reintegration of post-custodial youth, tends to play a cursory role in the supervision of youth conditionally-released from colonies, as they are only required by the law to periodically record the attendance of these youth at their facilities.

Over the past several years, the YAR Project has enabled its Russian partners to capitalize on the more favourable conditions for reform, providing them with exposure to and training in Canadian and international principles and best-practices in the sphere of post-custody. The key principles in the development of successful post-custodial services for youth supported through the YAR Project are as follows:

***Reintegration of Youth Must Begin in the Colony.*** The YAR Project has promoted the need to begin a young person's rehabilitation and reintegration process within the correctional facility, at an early stage with involvement of community organizations and experts to ensure continuity and transition from correctional services to post-release rehabilitation. The youth's reintegration plan should be drafted by the case manager according to a risk and needs assessment which identifies the most effective programs for the young person and maximizes their chances for successful reintegration into the community.

***The Importance of Involving Community Partners in the Provision of Post-Custody Support.*** Successful rehabilitation and reintegration of post-custodial youth is largely dependent on the availability and accessibility of necessary services in the young person's home community.

<sup>90</sup> *Sovet Federatsii Federal'nogo Sobraniya Rossiiskoi Federatsii, Polozheniye Detei v Rossiisko Federatsii*, 2006, p. 112.

<sup>91</sup> *Ibid.*

Coordinating the involvement of all relevant community partners in the provision of rehabilitation and reintegration services for young offenders both while they are in custody and after they have been released into the community is fundamental to creating a post-release system which best supports young people in making the difficult transition from custody to their home community.

***Continuity of Care is Critical to Successful Transitions for Post-Custodial Youth.*** The project has adamantly stressed the importance of providing uninterrupted support and guidance to the youth by their case manager, community support systems, and corrections personnel upon release from custody. Such continuity of care better ensures a successful reintegration of the young offender into the society.

**The YAR Russian-Canadian Partnership:  
Sharing Reform Experience for the Benefit of Post-Custodial Youth**

*The process of reform which resulted in the signing of the 2003 Youth Criminal Justice Act significantly improved Canada's youth justice strategy in relation to custodial and post-custodial youth. Today the principles which guide interventions with juvenile offenders making the transition from institutional care to community reintegration focus on providing continuity of care through appropriate needs-based treatment, guidance and support both early on while in custody and when they return to their communities, the development of more effective conditional-release mechanisms, such as mandating the use of community-based reintegration facilities (or "halfway houses") during the last third of a sentence which provide youth with greater support in making the post-custodial transition, and the greater involvement of local community resources and partners in reintegration of youth. The YAR project has enabled the Russian partners to benefit from Canada's recent reform experience in the area of post-custodial care to make similar improvements to their own local support systems for young offenders released from custody as well as to advocate for reform at the national level.*

Russian partners designed and established a reintegration and rehabilitation services for post-custodial youth in accordance with these fundamental principles through a series of activities specifically targeted to encourage and inform reform in the focus area of post-custody. The pilot project teams have mobilized the invaluable knowledge and technical support they have received through the YAR Project in the development of a diverse set of locally-responsive models of post-custodial reform and care which will help to better inform the process of improving the system at the nation-wide level. The untiring efforts of the Russian partners to introduce reforms and forge effective partnerships between a wide range of traditional and non-traditional stakeholders must likewise be highlighted as a critical element of the YAR Project's success in the area of post-custody. The innovative models developed in the pilot regions have proven successful in addressing many of the gaps in the previous system, shifting the focus of corrections from punitive to rehabilitation and early-reintegration measures, introducing key elements of case management to the model to best ensure continuity and quality of care, uniting traditional justice and corrections agencies, local government bodies mandated to work with post-custodial youth, and community partners in the provision of sustainable and effective rehabilitation and reintegration programming, and, most importantly, improving the lives of and opportunities for post-custodial youth. The following sections capture some of the most significant achievements made by the pilot regions in the area of post-custody.

## Pilot Project Progress in the Sphere of Post-Custody by Region

### I. A Focus on Chuvashia: Coordinated Support for Youth Making the Transition from the Colony to the Community.

In Chuvashia, the pilot project team has developed a coordinated system of post-custodial reintegration support and supervision for youth released from Novotroitskaya colony and returning to their place of residence in the city of Cheboksary. This system of post-custody support reflects one stage of the integrated model of case management being developed in the region and embodies the fundamental principles and best-practices of post-custody promoted through the YAR Project.

#### Key Results of the Chuvashia Pilot in the Area of Post-Custody

- The introduction of a comprehensive set of rehabilitative and early re-integrative services into Novotroitskaya colony that are informed by Canadian and international best-practices and are focused on helping custodial youth to better prepare for their release from the colony.
- New and improved services include: individual rehabilitative therapy and reintegration planning tailored to the specific risks and needs of youth by the pilot's team of trained social worker 'case managers'; group cognitive behavioural rehabilitative therapy; family reconciliation and relationship-building programming; legal and employment support; and extracurricular and trust-building activities both in the facility and within the young person's home community.
- The introduction of new and improved post-custody services within the framework of the emerging system of case management in the region.

The process by which the post-custody support system in Chuvashia was developed is indicative of the organic and systematic approach to juvenile justice reform promoted by the project. As discussed in the previous section, the pilot's early interventions with post-custodial youth proved largely ineffective because of the failure to establish a healthy working relationship with the youth while they were still in the colony and begin working with them and local service providers on a reintegration plan well in advance of the young person's release. Under the old system, the pilot's group of young trained social workers were only able to begin working on establishing contact with their clients and organizing their reintegration plan after they had been notified of a young person's release from Novotroitskaya colony. Intervening at such a late stage turned out to be a flaw of the previous system. By the time an agreement had been reached between the young person and the social worker and all of the necessary agencies and service providers in the community (CIS, KDN, employment services, schools, rehabilitation centres, etc...) had agreed to offer assistance to the young person, it was often too late. When one of the young boys released from the colony ended up back in court for another crime before the pilot team had the chance to set his reintegration plan into motion, the Chuvashia pilot team made the decision that something had to change.

The pilot project team has excelled at applying the lessons learned from their earlier attempts to develop a successful system of post-custody support for youth released from Novotroitskaya colony. The current model of post-custodial care in Chuvashia exemplifies the key Canadian principles of post-custodial care introduced through the YAR Project, placing an emphasis on early needs based reintegration, the continuity of care, and coordinated inter-sectoral and community involvement to ensure that young offenders are given the best opportunity possible to make a successful transition to life outside of the colony.

The first step in improving the model was to begin working with the young people while they are still in the colony. After coming to an agreement with the administration at the Novotroitskaya correctional facility, the pilot began to offer a series of rehabilitative and early re-integrative services to the young people in the colony.<sup>92</sup> The types of services supported through the project include: individual rehabilitative therapy and reintegration planning tailored to the specific risks and needs of youth; group cognitive behavioural rehabilitative therapy; family reconciliation and relationship-building programming; legal and employment support; and extracurricular and trust-building activities both in the facility and within the young person's home community, all of which are focused on helping custodial youth to better prepare for their release from the colony.

It was the introduction of these services within the framework of the emerging system of case management in the region that has enabled the pilot to develop a successful system of uninterrupted support and guidance for young offenders making the transition from colony to the community.<sup>93</sup> The team of NAN social workers in Chuvashia has taken on the role of the single 'case manager' for Cheboksary youth released from the Novotroitskaya correctional facility. To date, they have been responsible for the development and coordination of individualized rehabilitative and reintegration plans for twelve youth released from the colony. Under the improved system, a 'case manager,' who will continue to support their client after their release into the community, is assigned to each young person in the colony from the city of Cheboksary. These case managers work in tandem with the colony's social worker to design in-colony rehabilitation services for each youth based on an assessment of their individual risks and needs, as well as to coordinate the involvement of community partners and agencies from the youth's place of permanent residence in the provision of these services.

In advance of the young person's discharge, the colony's social worker completes the third section of the Social Support Document for Young Offenders (SSD) which is sent to the local KDN in the young person's home community.<sup>94</sup> The third section of this document contains information regarding rehabilitative programming administered during the young person's time in the colony, the youth's reaction to such programming and overall progress in custody, as well as recommendations for further work with the child to reduce the chances of recidivism after release. Then the youth's personal 'case manager,' who is also included as a member of the local KDN, uses the information from the SSD along with personal communications with the youth to complete an individualized risk and needs assessment. The results from the RNA are then used by the 'case manager' to develop an Individualized Rehabilitation Program (IRP) for the youth which identifies a specific course of post-custodial reintegration. This document is then sent to the local KDN at the youth's place of residence, where the 'case manager,' as a full-fledged member, is in a position to ensure that the provisions set out in the IRP are met by personally coordinating the resources of local agencies and community partners in the provision of the services and support necessary for the young person's successful post-custody reintegration. The pilot's innovative decision to lobby for the inclusion of the 'case manager' in the local KDN at the young person's place of residence has greatly enhanced the efficacy of its post-custody model and is in full accordance with the specificities of current Russian legislation. This case management model of post-custody care, which is premised on the fundamental principles of early rehabilitative intervention and reintegration planning based on the individual risks and needs of youth, the full integration of local community resources, and the

<sup>92</sup> For a more detailed account of the services provided to youth at Novotroitskaya colony by the Chuvashia pilot project team refer to the Corrections section.

<sup>93</sup> For a detailed description of the system of case management being developed through the pilot project in Chuvashia, including the involvement of the case manager with youth in the pre-corrections phase, please see the section on Case Management.

<sup>94</sup> Further information on the SSD and its use in the case management system in Chuvashia can be found in the Case Management section of this publication.

continuity of care, is ensuring that custodial youth from Cheboksary are provided with the proper support and guidance to confidently navigate the difficult transition from the colony to their home community.

The dedicated team of young professionals in Chuvashia is empowering young people like to make a positive change in their newly reclaimed lives.<sup>95</sup> In the words of one of the young offenders provided with post-custodial support by the pilot, “It would have been easy to lose hope in ‘freedom’ without their on-going help.” The use of these trained young professionals as ‘case managers’ for the youth both while they are in custody and after they have been released has proven to be highly effective in establishing good working relations which sustain the young person’s willingness to abide by the terms of their post-custody reintegration plans. The project’s ‘case managers’ are viewed by their ‘clients’ more as partners and advocates than as instructors and supervisors, and the youth have expressed a greater comfortableness discussing their problems and concerns with someone closer to them in age. The supportive working relations established between the project’s young professionals and their clients have not only encouraged post-custodial youth to make the most of their reintegration support, but have also inspired them to give back to their community and the people who have helped them through their own troubles. Several youth regularly come to the NAN office to volunteer their time, helping the team to organize events, driving parents and social workers to the colony or assisting the project in any number of ways. One of the pilot’s most committed volunteers explains his involvement as the “least he could do” for the people who have helped him.

*“The most significant success of our pilot project in the sphere of corrections has been the successful coordination of the potential of Novotroistkaya Colony and community resources in the Moscow region of the city of Cheboksary in the provision of rehabilitative and re-integrative services to youth in the colony and following their release. The initial success we had in this sphere has set in motion the development of a system of juvenile justice for the entire Republic of Chuvashia.... Meanwhile our involvement in the colony, which is located in the neighbouring republic, has sparked an agreement between government agencies in the Republic of Marii El to introduce similar reforms in their republic.”*

**Yury Sadovnikov, pilot project leader for Chuvashia.**

The success of the post-custody model can likewise be attributed to the pilot’s tireless efforts to unite the region’s policymakers, agencies, and professionals involved in working with youth at risk behind the development of juvenile justice in Chuvashia. ‘Winning over’ these stakeholders has enabled the pilot to maximize the rehabilitative potential of the region by involving the existing agencies and community resources in the provision of reintegration services to youth released from the colony. The pilot has created strong partnerships with key actors in the provision of support to youth making the transition from custody, including the colony administration and staff, the CIS, regional KDNs, the police, the social service sector of Cheboksary’s Moskovskii District Administration, the local employment centre, and the local non-governmental sector. The pilot team has committed to strengthening these relations, through the organization of frequent roundtables, personal meetings, coordination councils, and seminars, and has significantly improved the ability of these organizations to provide rights-based and rehabilitative post-custody support to youth, by offering on-going professional development initiatives to service professionals. Importantly, both the CIS and the KDN, two of the most important bodies in the development of a system of post-

<sup>95</sup> For a discussion on youth involvement and the Chuvashia pilot project’s success in developing a cadre of young volunteers and professionals who are dedicated to working with custodial and post-custodial youth please see the Corrections section.



custody support throughout the country, have taken an active role in the administration of the post-custody model in Chuvashia. The local CIS has gone far beyond its minimum responsibilities under current Russian law to simply record attendance of youth released from the colony at their offices. Officers now makes regular visits to the homes of post-custodial youth to discuss their progress with them and their families, as well as to identify any risks for recidivism and initiate timely interventions. The KDNs in the three regions of Cheboksary have also become active supporters of the project's post-custodial efforts, inviting the pilot's 'case managers' to join their local committees and committing their efforts towards the organization of targeted reintegration services for youth returning to their communities after a period of incarceration. The pilot's success in effectively coordinating local resources is critical at the individual level, since the rehabilitation and reintegration of individual post-custodial youth is most likely to succeed when programming is made available and accessible to them in their home communities, as well as at the system level, as widespread multi-sectoral buy-in best ensures the long-term sustainability and continued improvement of the model of post-custody support in the region.

The model of post-custodial care developed by the Chuvashia pilot team on the territory of the city of Cheboksary continues to evolve and provide insight to the rest of the nation. Progress made to date is impressive and indicative of how much can be accomplished when post-custodial strategies place emphasis on early needs-based reintegration, the continuity of care, and coordinated local multi-sectoral involvement.

## II. A Focus on Rostov Oblast: The Establishment of the Country's First Model 'Parole Court.'

In Rostov, the YAR Project has supported the development of an innovative 'parole court' which is set to drastically improve the system of support and supervision offered to youth conditionally released from Azov youth colony and act as a model for replication throughout the country.

*"The impact of their [the Chuvashia pilot's team of social-worker/case managers] work in our colony is impressive... The kids from Chuvashia are no longer lost to the world when they are released from the colony, because they each have a social worker who continues to work with them as they go through the process of re-socialization in the community. Before we didn't really know what happened to the youth after they left us, unless they ended up at our gates again... Sure there is a law that requires the CIS to keep account of youth who are released from custody and the KDN is supposed to be involved in organizing their rehabilitation, but in reality very little concrete work ever happens... as a result, we end up with a high rate of recidivism... But the work being done by the NAN social workers, who have not only gained the trust and admiration of the youth and their families, but have also managed to get all of the agencies to cooperate, has significantly changed this situation....It is too early to look at statistics, but anecdotally, there is little doubt that recidivism amongst the boys who have benefited from this uninterrupted social support service will be drastically lower than those who were just released and left to fend for themselves... Our officials have been so impressed with the system of social support for [Chuvash] youth released from the colony and the development of juvenile justice, in general, in Chuvashia, that there are now plans to introduce similar measures in the [Republic of] Marii El."*

**Official from Novotroitskaya Colony in the Republic of Marii El.**

The establishment of the ‘parole court’ is tightly linked to the development of the probation/parole model in Rostov. The Rostov region has been long been the leader among YAR pilot regions in the court focus area. However, as a result of continued Canadian input, the YAR Project partners in Rostov have come to realize that juvenile courts are just one element of a larger juvenile justice model and that such courts cannot effectively operate in isolation from other agencies engaged in the provision of services to youth at risk.

The idea of establishing a model ‘parole court’ in Azov was first conceptualized following a 2007 YAR Project study tour in Canada which provided key stakeholders in Rostov with first-hand exposure to the Canadian system of probation/parole. Plans were further developed during the Community Justice Consultations held in Rostov in November 2007. The capacity-building consultations, facilitated by YAR Canadian advisor, Robert Lutes, were modeled on the successful methodology he used with the RCMP to improve their coordination with community actors on juvenile justice issues in support of the implementation of Canada’s 2003 Youth Criminal Justice Act. The consultations have proved to be as successful a mechanism for improving interdepartmental and community coordination in Russia as they were in Canada. By the end of the sessions, participants had come to a draft agreement on the development of an innovative and collaborative system for the administration of conditional release court orders in the region, with the establishment of a model juvenile ‘parole court’ in Azov as one of its central element. The creation of the model court received the full support of the Rostov Oblast Court and the Azov municipal authorities, and the allocation of sufficient local resources has ensured the sustainability of the project.

This new system is being tested to identify the most effective mechanisms of cooperation between the court and all relevant support agencies, such as the KDN, the CIS, the police, municipal social and educational services, and non-governmental community actors, in the design and implementation of rehabilitation-focused conditional release orders for custodial youth. In essence, the system works according to the following model: 1) First the Azov colony administration drafts an appeal to the ‘parole court’ for the conditional release of a young person who is deemed to have successfully completed all rehabilitation programs within the colony; 2) next the parole court judge reviews these appeals in the presence of KDN staff; 3) then, the social worker aide to the judge prepares materials for the ruling based on a risk and needs assessment of the young person to ensure that the ruling and reintegration plan are consistent with the best interests of the child; 4) upon release, the KDN acts as the case manager in the implementation of the court sentence for youth under the age of 18, drawing upon the necessary local community resources and support agencies. In cases where young people have already reached the age of 18 by the time of their conditional release, the CIS of the will act as the case manager.

The new model represents a significant improvement on previous practice. Under the old system, a request for the conditional release of a young person in custody was reviewed and ruled on by a judge directly in the colony, with limited information on the individual risks and needs of the child and without any reference to the coordination of the young person’s post-release reintegration and supervision plan. These in-colony reviews likewise denied children basic rights which would otherwise have been afforded to them in a court setting, such as parental support at the hearing and the right to legal council. The new Azov ‘parole court’ will rectify these problems by affording youth their legal rights and by taking on a leadership role in bringing together all relevant agencies in the administration of youth conditional release sentences. For the first time, a detailed rehabilitation and reintegration plan, tailored to the specific risks and needs of a given youth, is included as a part of the legally-binding court order, which not only better ensures that the plan is followed by the youth but also by all of the specified agencies involved in the provision of support and supervisory services.

The establishment of the model ‘parole court’ in Rostov Oblast is representative of a very positive shift in the country’s approach to post-custodial rehabilitation, one based on the key principles of case management, the RNA and rights-based approaches, introduced to the Russian partners through the YAR Project capacity building activities, and in full compliance with existing Russian criminal and procedural legislation. With all eyes on the development of juvenile justice in the pioneering region of Rostov, it is expected that similar initiatives will be developed in other parts of the country. Already the project’s partners in Bryansk have made the decision to replicate Rostov’s success. During the summer of 2008, a high-profile delegation from Bryansk supported by the YAR Project, travelled to Rostov to discuss the process of establishing the Azov ‘parole court’ and the coordination of multi-sectoral rehabilitation services in support of the post-custody supervision of conditionally-released youth. The Bryansk delegation was extremely impressed by the work of their colleagues and was able to use the Rostov experience to win support from the Bryansk Oblast Court for the establishment of a similar court in the Sovetskii region of the city of Bryansk.

*“The establishment of the Azov ‘parole court’ in Rostov Oblast will be the first of its kind in Russia and this is an incredibly important step in the evolution of a new support system for youth conditionally released from the colony. This represents a huge improvement on the current system in Russia which is ineffective and neither supportive of the child’s rehabilitation or rights... We are fundamentally reforming the country’s judicial system in relation to youth through the YAR pilot in Rostov. For the first time, our courts are extending beyond the realm of pure ‘sentencing’ and are engaged with other partners in the long-term rehabilitation and release plans of the youth. We are creating a comprehensive system of juvenile justice through this pilot – one which unites the courts, correctional facilities, supervisory bodies, rehabilitation services, and other key partners in the best interests of children... The fact that such a model is being developed here [in Rostov] is not only huge progress for the region but for Russia as a whole, because the advances made in our region are being replicated throughout the country and carefully studied at the highest level.”*

**Elena Voronova, Rostov Oblast Court Judge and Pilot Project Leader.**

### III. A Focus on Bryansk: The Advocacy of the Pilot and a Ground-Breaking Study Set to Trigger a Process of Region-Wide Reform of Post-Custodial Support to Youth.

#### Major Results of the Bryansk Pilot in the Area of Post-Custody Reform

- The development of a ground-breaking study, which uncovered serious deficiencies in the existing system of support and supervision provided to youth released from colonies in Bryansk Oblast, is being actively used by the pilot and other influential actors to lobby for comprehensive post-custody reform in the region.
- Training of colony staff in the development of early reintegration strategies for custodial youth.
- Targeted assistance, monitoring and social support provided to youth released from the colony.

In Bryansk, the pilot's Laboratory for Juvenile Justice is recognized as a regional champion in the area of post-custodial support for young offenders. Its direct interventions with corrections personnel and youth in colonies are shifting the focus of custodial sentences towards the rehabilitation and early reintegration of young offenders.<sup>96</sup> In addition to its 'in-colony' services for young boys in Bryansk Colony and young girls in Novooskolskaya colony, the pilot team has centered its attention on improving the normative, practical, and coordinating capacity of agencies mandated to organize and supervise the successful post-release reintegration plans of young offenders, through the provision of trainings in juvenile technologies developed by the Laboratory of Juvenile Justice and adapted from Canadian models. While these achievements are notable in their own right, the pilot project's most significant development in the area of post-custody to date can be attributed to its landmark study, which uncovered serious deficiencies in the existing system of support and supervision provided to youth released from colonies in Bryansk Oblast, and is now being used to lobby for comprehensive post-custody reform in the region.

The ongoing comprehensive three-year study, "Lifestyles of Youth Released from Bryansk Colony," has been following the progress of the sixty-five youth released from the facility since 2006. The project, headed by pilot's Laboratory of Juvenile Justice, and administered in cooperation with the Bryansk Division of the Federal Corrections Service (including the Bryansk Colony administration and CIS offices throughout the region), local administrations, and two regional NGOs ('*Drozd*' and '*Ours*'), has at its core a number of interrelated objectives, including: monitoring the level adaptation of post-custodial youths' reintegration into the community and re-assessing their potential risk factors; offering targeted assistance to youth in need and at risk of re-offending; and evaluating the quality and effectiveness of post-custodial support and supervision offering to them in their home communities. Ensuring multi-sectoral implementation of the research project was instrumental to its success. Cooperation with governmental and non-governmental partners throughout the Oblast not only bolstered the objectivity and recognition of its results, but it also enabled the researchers to maintain regular contact with the youth who returned to their homes all across Bryansk region after their release, including many remote rural territories. The research project was the first of its kind in the region and has finally enabled stakeholders to make an informed assessment of the efficacy of the current system of support to post-custodial youth.

<sup>96</sup> For a detailed description of the types of services brought to youth colonies through the Bryansk pilot project please refer to the Corrections section.

In essence, the project worked according to the following scheme: The Bryansk colony administration would share information with the Laboratory about youth who were being released from the colony. Once they had received notification, the researchers at the Laboratory would coordinate with both the local Correction Inspection office at the young person's place of intended residence and representatives from the NGOs involved in the project, both of which have wide networks of representation throughout the region, to regularly meet with the youth to assess their post-release progress. Assessments were made according to a survey developed by the Laboratory which focuses on key risk factors such as employment status, living conditions, school or college attendance and progress, substance abuse, family issues, emotional problems, and social relations with the young person's peer group. The pilot ensured that efforts were made to involve the youth's legal guardians in the process, with due respect for the young person's privacy. Following each meeting, the results of the survey would be shared with local administrations and KDNs along with specific recommendations regarding further assistance required by the youth. Once this was done, the local administrations and KDNs were held responsible for coordinating the provision of the necessary rehabilitative and re-integration services at the young person's place of residence and were supposed to report to the Governor of Bryansk regarding the results of their services.

The pilot's partners (local NGOs, CIS officers, and administrations) managed to organize successful interventions for some of the young people involved in the study, including: referrals to community social support services; the provision of legal counseling; assistance in obtaining important documentation; placement in educational programs; support in gaining employment, and select cases of financial support. In several cases, interventions took place when local schools unlawfully discriminated against the recently-released young people by refusing to enroll them on the basis of their background. In such cases, local administrations and other agencies were informed about these cases and intervened to ensuring that these young people were not denied the right to attend the school in their community.

Nevertheless, when the Laboratory commissioned its latest round of surveys in April 2008, the results were unfortunately shocking. The fate of the majority of the young people involved in the study underscored the failure of the existing system to provide post-custodial youth with appropriate supervision and support. Within the first year of release, an astounding 56 percent of the youth monitored in the study had been charged with a repeat offense, in addition to two that had committed suicide, one that had been murdered, and another that had disappeared without a trace. According to Aleksandr Tutikov, the Bryansk pilot project leader, these utterly dismal results clearly signal that existing system of supervision and support for young people released from colonies in Bryansk Oblast is broken. Even under monitored circumstances, where the government agencies authorized to provide support for these young people were presented with additional information on each youth and specific recommendations for follow-up care, the vast majority failed to take appropriate and continuous measures or intervened in a far too cursory manner.

In November 2008, the Laboratory presented its findings at a high-profile regional conference entitled, "The Reintegration of Young Offenders into Society," in an effort to lobby regional authorities to put the reform of the post-custodial support system at the tops of their agenda. The conference, organized by the pilot's influential partner, The Social Partnership for the Development of Bryansk Oblast, was attended by top officials from the Bryansk Oblast Administration, Duma, and Court, as well as by representatives from all of the government agencies and non-governmental organizations involved in working with post-custodial youth. Those agencies responsible for the failure to provide timely and targeted interventions for the youth involved the study were held to account in the presence of all three branches of power in Bryansk, but were likewise tasked to constructively participate in the drafting of a reform package which will be recommended to the heads of the Oblast for implementation. The pilot partners also discussed with participants the



*“Our research uncovered that in the vast majority of cases these agencies just formally note the return of youth to their place of residence and wash their hands clean of the matter. Very little real work is actually done with them and as a result they are simply tossed back into the same life situation that brought them into conflict with the law in the first place... Of course, we were able to provide targeted assistance to several of these youth with the help of our [NGO] partners. But the real problem is the lack of interest of specific government agencies that ought to be taking responsibility for supervising the reintegration of these youth. It is truly shameful that this is happening in Russia... Everyone agrees that recidivism is a problem among youth released from custody, but none of these agencies wants to admit that they are a part of the problem. Our study will show that it was indeed ‘their’ children from ‘their’ municipality with whom they were supposed to be working that ended up in trouble. We will open up their eyes and they will be forced to account for their failures in front of the region’s top authorities. Now that we have clearly established how and why the current system has failed our youth, we can begin to work together to make sure that it succeeds in the future.”*

**Aleksandr Tutikov, Bryansk pilot project leader.**

existence of a Bryansk Oblast Administration decree regarding the coordination and administration of post-custody supervision and care which could serve as the basis for the reform process. The 2006 decree, which, as of yet, has never been acted upon, contains detailed information about which regional agencies and organizations ought to be involved in working with youth released from custody, and how their actions should be coordinated in relation to the development and implementation of individualized rehabilitation programs for these youth.

In fact, the potential for reform in this area is high. Thanks to the efforts of the project’s Juvenile Justice Laboratory, the development of juvenile technologies in the region has become an important issue. Over the course of the project, the pilot team has gained the respect of key policymakers and practitioners and garnered a commitment from all three levels of regional power to press ahead in the development of a juvenile justice system in Bryansk Oblast. The impetus for reform fomented by the YAR pilot project team has likewise inspired the involvement of other local champions, such as the “Social Partnership for the Development of Bryansk Oblast,” in a partnership to improve the quality and nature of service offered to youth at risk in the region at all stages of the juvenile justice continuum. One integral element in the development of the regional system of juvenile justice supported by all of these actors is the creation of a coordinated service of support and supervision for youth serving conditional sentences and those released from custody. In fact, the opening of the region’s first ‘parole court’ at the end of 2008, just one of the many examples of the progress made by the pilot in advancing the juvenile justice system in Bryansk, will drastically improve the region’s emergent system of probation/parole. Just like the ‘parole court’ in Azov, judges will present specified agencies with court-ordered individualized rehabilitation and reintegration plans for each youth, holding these agencies legally responsible for the provision of the indicated support and supervisory services. Furthermore, the Juvenile Justice Laboratory will continue to build the capacity of these agencies to provide targeted assistance to youth under their care, by offering them on-going training in the normative principles and practical application of youth-focused case management, service coordination and provision, and risk needs assessment brought to the region through the YAR Project.

In sum, through the Laboratory of Juvenile Justice, the Bryansk pilot project team has made tremendous progress in the area of post-custody reform and has established relationships in the region which will ensure the long-term success and sustainability of its initiatives. Their in-colony interventions have shifted the focus of custodial services in Bryansk colony from punitive measures

to those which favour individualized rehabilitation and early reintegration strategies for youth. Their innovative research has compelled policy-makers and practitioners to take a realistic look at the failures of the current post-custodial supervision system and has challenged them to unite in the process of its reform. Their expertise in the delivery of capacity-building trainings, either independently developed or adapted from Canadian models introduced to them through the YAR Project, to professionals working with youth at risk, will continue to serve the region's post-custody and juvenile justice reform effort long into the future. Furthermore, the Laboratory's reputation as a regional champion of juvenile justice has earned it the respect and support of influential partners in the region as it builds towards a consensus on specific issues and youth-centred reform in the region as a whole.

#### **IV. A Focus on the South West District of Moscow and Moscow Oblast: The Effective Coordination of Pilot's Efforts is Improving the Chances of Success for Youth Released from Mozhaisk Colony.**

Three of the YAR Project's pilot teams, two in Moscow Oblast and one from the SWDM, have combined their expertise and resources in a successful effort to develop new rehabilitative and reintegration services for youth in and recently released from Mozhaisk colony in Moscow Oblast, with the goal of helping these young people to better navigate the transition from the custodial facility into their home community.

##### **Achievements of the SWDM and Moscow Oblast Pilots in the Area of Post-Custody**

- The provision of effective career counselling and support services for youth making the transition from the colony back into their home community.
- The development of individually tailored rehabilitation and reintegration plans for juveniles released from the Mozhaisk colony.

The Employment Service Agency of Moscow Oblast, which, in coordination with the second pilot working in the Mozhaisk correctional facility for boys, has been influential in providing career counseling and organizing job fairs for youth while they are still in the colony, continues to provide employment support to youth after they have been released from custody through its "New Start" club which tailors its programs to specifically address the needs of youth at risk.<sup>97</sup> Continuous employment support, both in the colony and as part of a young person's post-custody reintegration plan, has proved to be an effective strategy for youth offenders, empowering them with the knowledge, skills and confidence to succeed in the labour market. Many youth released from the colony have obtained employment or have been offered enrollment in professional training programs as a direct result of their participation in the pilot's employment services. Many others have benefited from the pilot's efforts to ensure that their status does not prevent them from opening a personal bank account or deny them equal access to funding from federal government programs such as the Temporary Employment of Minors Initiative, which, among other things provides financial support, the equivalent of approximately 50 Canadian dollars a month, to youth between the ages of 14 and 18.<sup>98</sup> Providing youth with continual targeted employment support both in the colony and as they make the transition to life in their home community has proven to be an excellent strategy in

<sup>97</sup> For a detailed description of the types of career services offered through the Moscow Oblast employment pilot project to the youth in Mozhaisk colony please refer to the Corrections section.

<sup>98</sup> For a more detailed account of these initiatives refer to the Corrections section of the publication.

lowering the chances of post-release recidivism and empowering young people to affect positive change in their lives and become productive, law-abiding members of their community.

The South West District of Moscow Probation Pilot has also proved influential in developing support and reintegration services for youth released from Mozhaisk colony by building upon the foundations of in-colony work conducted by the project's Moscow Oblast Mozhaisk Colony Pilot.<sup>99</sup> Although the pilot team has focused its efforts on applying adapted elements of the Canadian model of probation and case management to improve the system of support offered to conditionally-sentenced youth, the experience and connections they have gained through this process has also enabled them to mobilize multi-sectoral partnerships and apply similar diagnostic tools in support of the re-socialization process for post-custodial youth.<sup>100</sup> To date, the pilot has individually tailored rehabilitation plans for dozens of juveniles released from the Mozhaisk colony.

The close working relations established with the CIS, KDN, and municipal rehabilitation centres during the development of the case management-probation model in the SWDM have also been used to improve the coordination and quality of services offered to youth released from custody. Under the Russian law, the KDN is the agency responsible for coordinating the rehabilitation process of post-custodial youth, but in reality, it quite often lacks the capacity to develop effective support plans. The pilot project, recognizing this critical deficiency, expanded its model of cooperation established with the agency for youth 'on probation' to include support for post-custodial youth. The psychologists at the Kvartal Centre are now able to conduct risk and needs assessments of youth released from Mozhaisk colony that permanently reside in the SWDM, propose targeted rehabilitation measures for these youth based on their individual criminogenic risks and needs, and provide the local KDN with a list of agencies and organizations in the community that can provide each youth with the specific support services required. Once the KDN is in possession of this information, they are in a much better position to engage the community services highlighted by the Centre in the rehabilitation process for each post-custodial youth. The Centre also works closely with CIS, which, in addition to supervising conditionally-sentenced youth, is mandated to monitor the rehabilitation process of youth conditionally-released from correctional facilities.

Following intensive practical training in the adapted RNA instrument and further development of the agencies' normative and practical capacity, it is expected that the assessment and rehabilitation design functions performed by the Kvartal Centre will be transferred to the KDN and the CIS. This can be seen as an organic evolution of the case management-post custody model which has the potential to be replicated in other parts of the country. In fact, through the responsive mechanism of the Project, the leader of the pilot Project, Alexander Dreizin, has already been able to share the experience of applying the adapted RNA methodology as a standard interagency tool to be used in the development and coordination of rehabilitation and reintegration programs for post-custodial youth with other pilots. As the model continues to evolve, it is likely to attract even more attention from regions across the country.

<sup>99</sup> For a detailed account of the type of rehabilitation and pre-release reintegration programs offered to youth at Mozhaisk Colony through the Moscow Oblast colony pilot please refer to the Corrections section of this publication.

<sup>100</sup> According to the Russian Law, conditionally sentenced youth (or youth 'on probation' who are diverted from the closed custodial system) are registered and supervised by the Criminal Inspection Service (CIS) of the Federal Corrections Agency (FCA). For more information on the model of probation and case management developed in the SWDM through the YAR project refer to the section on Case Management.

## **A Personal Success Story in Post-Custody: In-Colony Employment and Reintegration Services Help a Former Young Offender Make a ‘New Start’ in Life.**

*The following is the personal story of one of the many young people across the pilot regions whose lives have been positively transformed by the services developed through the YAR Project in the post-custody focus area:*

Dmitry was born in 1990 and currently resides in a small town in Moscow Oblast. When his parents divorced, Dmitry stayed on with his elder sister and his father who was a heavy drinker. As his relationship with his father became progressively worse, Dmitry decided to move in with his grandmother who barely survived on her modest pension. Shortly after the move, Dmitry and a group of teenagers robbed a grocery store to get some food. Dmitry was charged with theft and was sentenced to three years and eight months in the secure custody facility in Mozhaik.

Prior to the offence, the teenager had already been registered with the Commission for Minors' Affairs (KDN) for underage drinking and habitual absence from school. In the colony, Dmitry told the staff that he liked reading books, listening to music, and walking the streets. However, in the parlance of Russian teens, “to walk (the streets),” often means ‘getting into trouble,’ including drinking and doing drugs.

In the colony, Dmitry was informed by the staff that he might be eligible for conditional release before the end of his term if he was seen to be successful in his in-custody rehabilitation. A rehabilitation plan, inclusive of post-release support, was developed to address the special needs of the teenager, including a concentration on his professional development.

As part of the YAR Moscow Oblast Employment Pilot Project, a team of professionals working within the colony offered Dmitry a chance to participate in the New Start Club. The main interventions of the pilot project included employment orientation, job search training and psychological support. Dmitry attended sessions offered once a week and had the opportunity to benefit from the ‘master-classes’ on several professions, including professional cooking, hair-dressing, and tractor operation. The Club also offered job fairs for vacancies in Moscow and the Moscow region. Many of the trainings were delivered by young professionals to whom the custodial youth were able to more easily relate.

In addition to trainings, Dmitry was able to undertake a psychological assessment that allowed him to understand his professional strengths and areas requiring improvement. The assessment results were used to draft a list of professions that would best suite Dmitry's profile. As a result of his involvement in the services supported by the YAR Project, Dmitry was provided with the skills, motivation and understanding necessary to make an informed professional choice.

Following his successful completion of the rehabilitation programs and trainings in the colony, Dmitry was granted a conditional release from the colony a full eight months before the end of his original term. The new skills and confidence he gained in the colony as part of his involvement with

*“There are many things in my life that I can not choose: my parents, my country, and the sad events that have already taken place. My profession, however, is something I can choose and my further destiny will depend upon this choice of mine. During my studies here [at the New Start Club] I learned a lot about myself, about professions offered out there in the labor market and I have made my choice. I have decided that I will continue training as a modeler and carpenter”.*

**Dmitry, 18. Moscow Region.**

the New Start Club have helped him to better navigate the difficulties of post-custody life. Dmitry has remained in touch with the YAR pilot project team and the colony staff since his release and has sought their support and guidance in making a successful transition. Once emotionally unstable, conflicted, and vulnerable, Dmitry now demonstrates a self-confidence and initiative in resolving his personal issues. Dmitry is now enrolled at a technical college, works part-time as a cab driver, and has a positive outlook on his future endeavors.





### III. Concluding Remarks



The YAR Project has acquired the status of the leading international project in Russia in the area of juvenile justice. One critical component of the YAR Project's accomplishment has been its very timing. The project's specific area of intervention - support of the comprehensive reform of Russia's youth justice system – developed as an organic process and historical merging of interests, needs, and resources between the Russian and Canadian partners. The project's timely and targeted intervention has enabled the Russian partners to benefit from the Canadian experience in the sphere of juvenile justice, as well as important lessons learned and improvements made to Canada's youth justice system during the recent reform process, and to mobilize these resources in making critical improvements to various aspects of the juvenile justice system in their respective regions. These models are laying the groundwork for the development of a coherent and integrated system of rights-based services for youth at risk and young offenders at the Russia-wide level at a period in Russia's development when such transformations are progressively being viewed by policy-makers as a social, economic, political, and moral necessity. In essence, the YAR Project appeared at exactly the right time when calls for reform of Russia's youth justice system were mounting and practical reform experience and replicable models such as those being developed in the YAR pilot regions were in increasing demand. According to the Russian partners, the capacity of the YAR Project to provide such opportune and relevant technical support has been critical to helping them to push ahead juvenile justice reform in their given regions and in the country as a whole, as well as ensuring that such reform remains a pertinent issue on the government's agenda.

Another key element of the YAR Project's success rests with the extraordinary level of commitment, professionalism, and openness of the Russian partners. The combination of their hard-work, perseverance, and willingness to explore the new ideas and approaches to working with youth at risk made accessible through the YAR Project has culminated in the development of a wide range of juvenile justice models that are significantly improving the lives of young people and setting the standard for reform at both the local and national level. Pilot project leaders and key stakeholders have come to be recognized and respected as “champions” of juvenile justice reform in their regions and have displayed an unwavering dedication to developing and providing services that meet both the needs of youth at risk and the local community as a whole. Their professional engagement in the YAR Project and in service to young people in need has enabled the project to continue to successfully forge ahead in the rights-based reform of the youth justice system, even in the face of significant institutional, legislative, and normative barriers.

In addition to the network of dedicated individuals and organizations involved in developing the juvenile justice models within each of the pilot regions, the coordinating and advocacy efforts of the project's lead partner organization in the Russian Federation, No to Alcoholism and Drug Addiction Foundation (NAN), have brought immeasurable strength to the project. The NAN foundation, which has an extensive network of affiliates across the country, is highly-respected for its experience and expertise in youth issues in the Russian Federation and has earned the confidence of the decision-makers in the Russian government and parliament. The foundation's president, Dr. Oleg Zykov, is an influential champion of juvenile justice reform in Russia, possesses a strong and systemic sense of the kinds of changes that are needed to improve the system of youth justice across the Russian Federation, strategic goal-oriented planning, and network of likeminded and devoted youth justice champions throughout the country. This proved to be highly important assets to the successful development of the YAR Project.

AUCC's strong developmental management approach and subject-matter competency have likewise played an important role in the YAR Project's achievements to date. A fundamental strategy of the YAR Project has been to build upon Russia's already established experience in the area of youth justice reform by supporting dialogue and the enrichment of ongoing efforts in regions that have demonstrated the political will and capacity to engage in new, rehabilitative approaches for dealing with youth at risk, and which have invested their own resources in practical and policy changes. The project management team, in cooperation with key partners such as NAN, has continued to succeed in: identifying the comparative advantages of each pilot region and their capacity to design and deliver new and improved services for youth at risk; adjusting project capacity-building activities to best suit the changing reform needs and contexts in each of the pilots; enlisting the service of champions and enthusiasts that have demonstrated a commitment to initiating rights-based reform of the youth justice system within each of the six pilot regions; and encouraging the greater involvement and coordination of all the relevant stakeholders in the existing Russian system (i.e. courts, KDNs, the Federal Corrections Agency, custodial facilities, schools, the social service system, the non-governmental sector, local communities, young people, families, etc) in the process of improving services to young people at risk.

Furthermore, AUCC's in-house expertise, already established network of Canadian experts in the field of justice reform, an impressive track-record in the management of technical assistance projects in the Russian Federation and other post-Soviet states helped to maximize the relevance of Canadian input available to the Russian reform effort from the very outset. For example, the experience gained from managing the 1999-2004 CIDA-funded Latvia Legal Reform Program, which supported the establishment of the country's first National Probation Service, provided a useful lessons for supporting the successful transfer and adaptation of Canadian judicial best practices in the sphere of juvenile justice to the Russian Federation through the YAR Project.

Time and again the Russian partners have stressed that the YAR Project's 'responsive mechanism' or ability to facilitate and promote better linkages, dialogue, and the exchange of experience between pilot regions as a critical factor in the development. As noted by Oleg Zykov, "One of the key successes of the project has been its ability to support horizontal exchange between the pilot regions... It has brought the country's juvenile justice champions together and given them a forum to share their experiences with reform. The pilots have been able to learn from each other and share their successes with other regions." The horizontal linkages supported through the structure of the YAR Project have enabled the Russian partners to significantly improve their regional models and incorporate the gains and lessons learned by other pilot teams in each of the capacity-building areas of the project. The project's Russian participants have likewise continued to express a great appreciation for AUCC's ability to provide them with timely access to the Canadian expertise, materials, and tools needed to advance reform efforts in the pilot regions. As noted by Judge Elena Voronova, a key Rostov pilot partner and YAR Project advisor, "The YAR Project has been so successful in providing us with access to relevant Canadian experiences, models, and expertise to support reform in the area of youth justice... The management team and Canadian experts were all well-versed in the reforms that had already taken place and were able to present their technical assistance in a format and at a time which perfectly suited our needs."

A key to the YAR Project's success derives from the fact that it was built upon a truly collaborative partnership between Russians and Canadians. The project has seen the Russian partners taking the lead in their own reform efforts while benefiting from exposure to and training in effective Canadian models and best practices in the field of juvenile justice by top-notch Canadian experts. Canadian management of the project has been sensitive to the evolving needs and contexts of the Russian partners and their reform efforts throughout the course of the project, giving the pilot teams the time to select, test, adapt, and refine preferred programming options to determine which

approaches work best in the local context. CIDA has displayed a flexibility and responsiveness in project design and implementation with an appropriate balance between directive and responsive mechanisms. The project's Advisory Board is comprised of both Russian and Canadian experts who have been able to provide project stakeholders with highly balanced, relevant and practical advice that could be implemented on the ground. The project's Canadian management team and Russian partners have taken a systemic approach to the development of the working juvenile justice models that capitalizes on community resources, and promotes the widest possible participation of relevant institutions and interested stakeholders at the local, regional and federal level. This kind of approach has not only fostered a necessary strong sense of trust, goodwill and respect between the Russian and Canadian professionals involved in the project, but has also heightened the authenticity of local ownership, relevancy of Canadian assistance, and long-term sustainability and expansion of the project's achievements in the Russian context.

As discussed in detail through this publication, significant progress has been achieved by the pilot projects in all five of the YAR Project's capacity-building areas. In the focus area of ***Prevention***, the fundamental principles promoted through the project have become firmly entrenched in the programming of pilot projects and there is a growing consensus among Russian stakeholders that prevention must be emphasized as a key component of the emergent system of juvenile justice in Russia. The pilot project teams have mobilized valuable Canadian experience and technical support received through the YAR Project in areas such as child rights, youth participation, peer education, workshop design, multi-sectoral community consultations, and school-based peer mediation programming, in the development of a diverse set of locally-responsive models of prevention, which have proven successful in addressing the needs and protecting the rights of youth at risk and will help to better inform the process of reform across the country.

Canadian experience in the sphere of ***School-Based Peer Mediation Programming*** was identified by the Russian partners as the key YAR prevention tool for adaptation and roll-out in the pilot regions. To date, peer mediation as a model for early prevention and conflict resolution is being developed in selected pilot schools in both the Stavropol and Rostov regions and the potential for the replication of this highly effective model in other schools throughout Russia is both highly desirable and probable.

The YAR Project has been a major contributor to reform in the area of ***Case Management***, providing its Russian partners with direct access to Canadian and international best practices and models, instrumentation, technical assistance and the consultative support of top Canadian experts in the development of locally-responsive and nationally-replicable models. In fact, some of the most significant achievements of the YAR Project, such as the development of the ***Institution of 'Probation' and 'Parole'*** in several of the pilot regions (based on elements of the province of Ontario model), as well as the development of the Russian ***Risk and Needs Assessment*** as an instrument for use in the Russian context, can be attributed to YAR capacity-building activities in the area of case management. The models and tools of case management developed by the Russian partners through the YAR Project have proven to be highly successful in the development of regional justice systems in the pilot regions that are better coordinated and more responsive to the rights and needs of youth and display enormous potential for replication at the nation-wide level.

In the area of ***Courts***, the YAR Project has improved the capacity of its Russian partners to introduce key juvenile reforms into their regional judicial systems and foster greater coordination between the courts and other relevant youth justice stakeholders. Project activities have supported the establishment of specialized youth courts in both Bryansk and Chuvashia and have significantly enhanced the quality of existing court models in Rostov Oblast and the SWDM through the introduction and adaptation of Canadian principles, such as case management, and tools, such as the

risk and needs assessment. The codification of the best practices of the pilot models in the sphere of courts through the development of a Case Management Court Proceedings Manual is used not only to support the improved operation of specialized juvenile courts within the pilot regions but also serves to inform the federal legislation and spur reform in other regions across the country.

The YAR Project and its Russian partners have also made important progress in the sphere of **Corrections**. The pilot teams have established productive working partnerships with seven colonies (Bryansk, Mozhaisk, Ishanskaya, Novotroitskaya, Azov, Georgievsk and Novooskalskaya) and have been instrumental in developing and delivering new and improved rights-based services to youth in custody. Capacity-building activities sponsored by the Project have assisted pilot project teams and stakeholders in the corrections services to develop their ability to design and introduce targeted rehabilitation programs as part of their interventions with young offenders and involve non-traditional partners in working with custodial youth. Interventions have been constructed to ensure maximum buy-in and support by engaging high level officials from the FCS in consultations and project activities and by actively involving the administrations of colonies and their staffs in the development, coordination and implementation of services for custodial youth. In addition to the important rights-based and rehabilitation-orientated reforms initiated at the local level through the pilot projects, the establishment of the Association of Colonies has promoted serious discussion about Russia-wide corrections reform among key stakeholders and displays significant potential as a vehicle for the roll-out of successful models and programs developed in the YAR pilots throughout the country.

The YAR Project has also improved the capacity of its Russian partners to design and establish reintegration and rehabilitation services for youth released from correctional facilities in the sphere of **Post-Custody**. The pilot project teams have successfully applied the knowledge received through the YAR Project and have adapted Canadian models in the development of a range of locally-responsive models of post-custodial reform and care which will help to better inform the process of improving the system at the nation-wide level. These innovative models have proven successful in addressing many of the gaps in the previous system, shifting the focus of corrections from punitive to rehabilitation and early-reintegration measures, introducing key elements of case management into the models to best ensure the continuity and quality of care, uniting traditional justice and corrections agencies, local government bodies mandated to work with post-custodial youth, and community partners in the provision of sustainable and effective rehabilitation and reintegration programming, and, most importantly, improving the lives of and opportunities for post-custodial youth. For example, in Rostov, the Project has supported the development of an innovative ‘parole court,’ based on elements of the Canadian model, which is set to drastically improve the system of support and supervision offered to youth conditionally released from Azov youth colony and act as a model for replication throughout the country.

According to the pilot project stakeholders and key advisors, the long-term sustainability of the juvenile justice models developed through the YAR Project is assured. “These models will continue to develop after the end of the YAR Project,” confirms Dr. Oleg Zykov, “without a doubt there is sustainability of the results. In fact, we have already started to see the replication of YAR models in other regions officially outside of the Project such as in Vladimir Oblast and Salekhard [administrative centre of the Yamalo-Nenets Autonomous Okrug].”

Indeed, the YAR Project has enabled the development and improvement of locally-responsive models of juvenile justice in participating pilots with notable spill-over at the city, republic, and region-wide scale. The model developed through the YAR Project in the SWDM has now been accepted as the guiding example for the system of juvenile justice to be developed throughout the entire city. In Bryansk, the pilot project team and its Laboratory of Juvenile Justice have inspired the cooperation



of stakeholders at the highest level, transforming the region into a national leader in the realm of youth justice. In Chuvashia, the successes of the YAR pilot project in the city of Cheboksary have galvanized reform of the youth justice system throughout the republic and have even encouraged reform efforts in the neighbouring Republic of Marii El. The successful employment services pilot in the Mozhaishk area of Moscow Oblast has already been expanded to two other municipalities in the region and is currently being studied by policymakers and specialists for replication in other regions of the country. The ongoing success of the initiatives of the “Children of the South” Centre, established through the YAR Project as the first and only institute in the region dedicated to the design of and training in rights-based methodologies for working with youth at risk, has ensured the long-term sustainability and replication of prevention programming developed through the pilots in both the Southern Federal District and beyond. Likewise, the inclusion and significant improvement of juvenile justice models in regions such as Rostov, which is recognized by policymakers and specialists throughout the country as a leader in the sphere of youth justice reform and welcomes dozens of delegations each year to study their successful experience, ensures that successful YAR Project models will continue to develop and inform the reform processes in other regions and in the country as a whole beyond the lifetime of the Project. Furthermore, the continued expansion of the NAN network throughout Russia seen during the lifetime of the Project and the entrenchment of the results of the YAR Project within NAN and its network will contribute to the sustainability of project results.

Both the Russian and the Canadian partners have underscored the importance of extending the Project and continuing cooperation in the sphere of youth justice reform. As this publication has highlighted, the pilot projects have begun to yield highly significant results with the development of several models and instruments that display great potential for replication at the national level. What happens in these regions over the next two to three years will be critical to informing the development of an emerging system of juvenile justice throughout the Russian Federation and advocating for the adoption of critical juvenile justice legislation at the federal level. Continued and targeted Canadian and international expertise can play an instrumental role in the further refinement and roll-out of key models developed within the YAR Project and will solidify Russia’s efforts in establishing a strong and internationally recognized system of youth justice.



## IV. Appendices



# Appendix I –

## The Pilot Project Matrix

YAR Pilot Project Matrix within a JJ System

	PREVENTION			CASE MANAGEMENT		COURT		CORRECTIONS			POST CUSTODY	
	Police	School/Parents	Social Services			Sentencing Options	Specialized J Courts	Custody	Custodial alternatives	Probation	Reintegration	Social Support & Employment
1. Bryansk		Kokino Media project and woodwork workshop	JJ Laboratory Case Manager and research	Identification of the Case Manager and Case Management Process				Psychological assessment of YO, devt of methodologies		Partnership building/ coordination with PSIN, YCI, Colony		Post Colony Social support and risk factor monitoring (NGO)
2. South West District of Moscow (SWDM)				Case management model/ Coordination b/w KDN, PSIN, NAN, Colony and Support Systems	Conditional Sentencing using social worker's data	Trained social worker assisting Judge (three district courts)					Development of Rehabilitation Plans and programming referral for post-custodial youth	Training of municipal psychologists in NAN methodologies
3. Rostov Region	Prevention of recidivism through special court order and monitoring (KDN, Police, Social Shelters/Rehabilitation centres, Referral to Narcologists)	Prevention work with schools		Assistants to Judges in Courts serving as Case managers	Special court order Enhanced use of conditional sentence	Specialized Juvenile courts (15) Judges & Prosecution Social worker assisting Judge Partnership with the Judicial Department		Training of juvenile correction officers within PSIN			Specialized Penitentiary Court as an element of Probation	
4. Chuvashia	Monitoring of delinquent children & problem families	Psychological support to children at risk and their families		Coordination b/w KDN, PSIN, NAN, Psycholog. Centres, Rehabilitation Centres, Rayon Adminstr, Min of Health & SD, Militia				Social Support/ Community involvement with YO in custody Extended Family involvement	Temporary release from custody	Administration of conditional release	Coordinated support for post-custodial youth, referral to rehabilitation programs	
5. Stavropol Region		Juvenile Justice Centre "Children of the South" (research, trainings, devt of methodologies)	Prevention in Schools Volunteer movement (prevention, awareness raising)								Volunteer movement (prevention of repeat offenses, educational work in colonies)	
6. Moscow Oblast			Referral to programming, work with families.					Training of colony staff in psychological support for YO		Case Management in partnership with KDN & other services	Reintegration of YO released from colony (Kvartal) Psychological support, work with family	
			Employment services to youth registered with KDN					Trade fairs, guidance & workshops for YO in Moshaisk				Social adaptation and employment support (Tair)
				main focus area		secondary focus area		work done outside of pilots				



## Appendix II –

### Trends in Juvenile Crime in Russia 2003 – 2008

	Minors convicted of a crime	Crimes committed by minors	Female minors convicted of a crime	Minors convicted of a crime without a steady source of income	Minors convicted of a crime who had a previous conviction	Minors convicted of a crime committed in a group	Minors convicted of a crime committed under the influence of alcohol
<b>2003</b>	145577 11.8 % of all individuals convicted of a crime in the RF	145668 9.6 % of all crimes committed in the RF	Not Available	Not Available	Not Available	Not Available	29115 20% of all minors convicted of a crime
<b>2004</b>	151890 12.4% of all individuals convicted of a crime in the RF	154414 9.8% of all crimes committed in the RF	Not Available	49668 32.7% of all minors convicted of a crime	22176 14.6% of all minors convicted of a crime	Not Available	24454 16.1% of all minors convicted of a crime
<b>2005</b>	149981 11.6% of all individuals convicted of a crime in the RF	154734 9.1% of all crimes committed in the RF	12859 8.6% of all minors convicted of a crime	48327 32.2% of all minors convicted of a crime	24095 16.1% of all minors convicted of a crime	78428 52% of all minors convicted of a crime	21468 14.3% of all minors convicted of a crime
<b>2006</b>	148595 10.9% of all individuals convicted of a crime in the RF	150264 8.4% of all crimes committed in the RF	13876 9.3% of all minors convicted of a crime	45382 31% of all minors convicted of a crime	23717 16% of all minors convicted of a crime	72375 49% of all minors convicted of a crime	18207 12.2% of all minors convicted of a crime
<b>2007</b>	131965 10% of all individuals convicted of a crime in the RF	139099 7.8% of all crimes committed in the RF	12834 9.7% of all minors convicted of a crime	39256 28% of all minors convicted of a crime	22414 17% of all minors convicted of a crime	63497 48% of all minors convicted of a crime	13944 10.5% of all minors convicted of a crime
<b>2008</b> (Only January through July)	67242 8.8% of all individuals convicted of a crime in the RF	71133 6.7% of all crimes committed in the RF	7133 10.6% of all minors convicted of a crime	18835 28% of all minors convicted of a crime	11704 17.4% of all minors convicted of a crime	29926 44.5% of all minors convicted of a crime	6653 9.8% of all minors convicted of a crime

Source: Ministry of Internal Affairs (MVD) Statistics 2003-2008

## Appendix III –

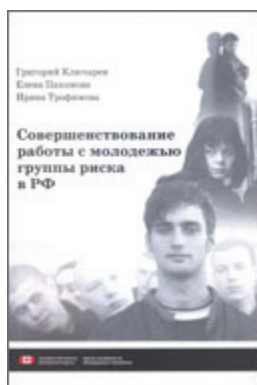
### The Catalogue of the YAR Project Publications in 2006 – 2008



***RBM and child participation: CIDA Guidelines on child participation programming. Department of the protection of children, Policy Branch, CIDA, 2006. 42 pages, 500 copies.***

The Guidelines were developed for CIDA staff and its partners. The translation was made for the YAR summer 2006 training on RBM and child rights.

The Guidelines demonstrates the positive experience of child participation in the projects and gives an overview of the activities to design child participation in CIDA projects and programs. The two draft project designs focused on child participation and RBM are described in the Guidelines.



***Improving Services For Youth at Risk in the Russian Federation Project. Baseline Study by Grigory Kliucharev. Center for Social Forecast of the Ministry of Education and Science of RF, 2007, 288 pages. 500 copies.***

The book is based on the results of the research on the effectiveness of a number of YAR regional pilot projects aimed to improve the social integration of youth at risk and to introduce children's rights as the standard to assess service provision in the social, judicial, educational and law enforcement spheres.

The book is recommended for specialists in judicial, educational and social spheres involved in working with youth at risk and as an educational material for students of relative faculties.



***Demographic and economic aspects of juvenile justice (international experience). Working with youth at risk series. Publication # 16. NAN Foundation, 2008. 324 pages. 1000 copies.***

The international experience and achievements including Canadian experience of the application of juvenile technologies is presented in the book. Presentations of the Canadian YAR Project Advisers Robert Lutes and David Taylor are included in the edition. Cost effectiveness of juvenile justice is described.

The compendium was designed for the participants of the First National Conference on Juvenile Justice (Moscow, June 10 – 12, 2008).

The compendium was distributed by NAN Foundation among the federal and regional structures, legal agencies and non-government institutions involved in the development of juvenile justice in RF.

The compendium is also recommended as an educational material for students of law, education, psychology and social work.



***Demographic and economic aspects of juvenile justice. Working with youth at risk series. Publication # 16, NAN Foundation. New edition, 2008. 384 pages. 1000 copies.***

The new edition of the compendium is based on the materials of the First National Conference on Juvenile Justice and includes the chapter “The development of juvenile justice in the Russian Federation” written by YAR Project Adviser Elena Voronova. The chapter by Elena Voronova describes the regional courts’ achievements in the development of juvenile justice technologies in RF. The Public Chamber of RF distributed the new edition of the compendium among the heads of regional administrations of RF and chairmen of courts of the subjects of RF.

### **Publications by YAR regional pilots**



***“Together into the future: documents – the secure way out/The manual for those who wants to learn what official documents are needed and where to get them”. Stavropol: the Laboratory of clinical teachings, 2006; 35 pages, 500 copies.***

The brochure presents the information on the basic legal documents and certificates needed by youth released from closed custody.

The brochure was written by the students of the legal department of Stavropol Technical University and the Pedagogical University named after Michail Sholokhov – members of the Legal Clinic of the Stavropol Technical University and the participants of the Program “Together into the Future – You and We” designed by the Volunteers of Stavropol Area.



***Alexander Tutikov. The Training Program for the staff of the Briansk Youth Colony on the basics of rehabilitation of youth in closed custody. Briansk: the Laboratory of Juvenile Technologies, 2007; 27 pages; 300 copies.***

The teaching manual is designed for the staff of Youth Colonies and is covering legal issues, juvenile justice issues, youth psychology and educational process of youth in closed custody.

The manual could be used as part of the regular training program for the staff of Youth Colonies and in the process of self education of the FSIN staff.



***Juvenile Justice in the Rostov Oblast. Rostov Don, 2007; 15 pages; 1000 copies.***

The illustrated brochure focuses on the history of the development of juvenile courts in the Rostov Oblast, the creation of the public organization “The Juvenile Center”, the development of the web portal “Juvenile Justice in RF” and the implementation of the Rostov YAR regional project. The contact information on the participants of the YAR regional project and regional YAR project coordinators in Rostov is provided in the brochure. The brochure is designed for judicial system professionals, prevention services and for those who are involved in working with youth at risk and are interested in the development of juvenile justice in RF.



***The Concept of the Program of the Development of the Judicial System of RF for the years 2007 – 2011 and the perspectives of the development of the restorative justice model in the Rostov Oblast. Victor Tkachev, Elena Voronova, Oleg Stepanov. The Rostov Academy of Justice, 2007; 176 pages; 500 copies.***

The book is based on the materials of the seminar on the improvement of the juvenile court proceedings, the perspectives of the development of the restorative justice model in the Rostov Oblast in accordance with the Concept of the Federal Target Program “The development of the Judicial System of RF for the years 2007 – 2011.

The book is designed for the judicial system professionals, government professionals in the area of juvenile delinquency, public and educational structures and for all who are interested in the juvenile justice and restorative justice issues.



***Youth at Risk. The Information Bulletin # 1. Cheboksary. NAN Regional Foundation in Chuvashia, 2007; 30 pages; 100 copies.***

The Bulletin introduces the goals, aims and objectives of the YAR Project in RF funded by CIDA and the dynamics of the implementation of the YAR Project.

The materials of the regional seminar “Youth at Risk in Chuvashia: social adaptation of youth released from closed custody on the basis of the interdepartmental cooperation (November 2006) are presented in the Bulletin.

The Bulletin contributes to the practice of interdepartmental cooperation of social structures involved in the prevention work with youth at risk.



***Juvenile Technologies in Chuvashia. Information Bulletin # 2(5), 2007. Cheboksary; 108 pages; 1000 copies.***

The compendium includes the articles on the juvenile justice rehabilitation programs and information on the implementation of the YAR Project. Participants and partners of YAR Project Yuri Sadovnikov, Nina Glotova, Nodar Hananashvily and Canadian YAR Project Advisers Robert Lutes and David Taylor are among the authors of the articles included in the Compendium.

The Compendium contributes to the development of the interdepartmental cooperation of the prevention structures involved in working with youth at risk.



***Juvenile Technologies in Chuvashia. Information Bulletin # 3 (11), 2007.***

***Cheboksary; 140 pages; 2000 copies.***

The Compendium includes informational and analytical materials on the social and rehabilitation work with youth at risk in the regions of RF. Among the authors of the compendium are Alexander Tutikov from Briansk, Nina Glotova from Chuvashia, Ludmila Tropina from Moscow Oblast, Elena Voronova and Sergey Shipshin from Rostov Oblast and Canadian experts Ross Hastings and Marney Marley.

The Compendium contributes to the development of the interdepartmental cooperation of the prevention services involved in working with youth at risk. The publication of the compendium became possible through the Federal Target Program “Children of Russia” for the years 2007 – 2010.



***Juvenile Technologies. Information Bulletin # 4 (11), 2007.***

***Cheboksary; 58 pages; 2000 copies.***

The compendium includes methodological materials for the seminar on introducing the elements of juvenile justice into the district system of working with youth at risk in Cheboksary (November 20 – 22, 2007). The articles in the compendium are focused on the municipal model of the interdepartmental cooperation of social services in the juvenile justice system and the restorative juvenile justice model.

The compendium contributes to the development of interdepartmental cooperation of the prevention services involved in working with youth at risk. The publication of the compendium became possible through the Federal Target Program “Children of Russia” for the years of 2007 – 2010.



***Juvenile Technologies. Information Bulletin # 5 (11) 2007.***

***Cheboksary; 94 pages; 2000 copies.***

The compendium includes methodological materials and articles by the Canadian experts on the development of probation services and case management (YAR Project Advisers Gail Steeds and David Taylor) as well as the materials of the seminar/training “The Development of the Probation Service in Chuvashia” (June 2007) and the results of the Chuvashian YAR regional project activities.

The compendium contributes to the development of the interdepartmental cooperation of the prevention services involved in working with youth at risk. The publication became possible through the Federal Target Program “Children of Russia” for the years of 2007 – 2010.





***“Youth at Risk: what should we know about it?”***

***Moscow, Eslan Publishing, 2007; 72 pages; 1000 copies.***

The edition was prepared and published by YAR Media component. It contains YAR Project advisers' and experts' opinions on the role and goals of the media in covering youth at risk issues, the importance of introducing juvenile technologies, juvenile courts and child rights. Oleg Zykov, Elena Voronova and Boris Alshuler shared their views on juvenile justice specifically for the media component edition. The Canadian expertise was presented through the presentation of Robert Lutes.

The book was designed for the representatives of the media involved in covering the youth issues, for young journalists and students of the faculties of journalism and for everybody who is interested in youth at risk issues.



***The Municipal Model of interdepartmental cooperation of the juvenile delinquency prevention structures based on the practical experience of Chuvashia. Nina Glotova. Cheboksary, Administration of the Moscow Rajon of Cheboksary, NAN Foundation of Chuvashia, 2007; 63 pages; 1000 copies.***

The methodological manual is focusing on the experience of the administration of the Moscow rajon of Cheboksary in the area of coordination of the juvenile delinquency prevention work. It contains different charts and diagrams illustrating the coordinating work of the subjects of prevention in the Moscow Rajon of Cheboksary. The information on the activities of the Chuvashian YAR regional project on introducing the elements of juvenile justice and probation is presented in the brochure.

The brochure is designed for the law enforcement officers involved in working with youth at risk and KDN. The publication of the brochure became possible through the Federal Target Program “Children of Russia” for the years 2007 – 2010.



***The Algorithms and indicators of the activities of the juvenile delinquency prevention structures. Nina Glotova, Cheboksary, the Administration of the Moscow rajon of Cheboksary, NAN Foundation of Chuvashia, 2007; 20 pages; 2000 copies.***

The brochure presents a concise information on algorithms of the activities of the Coordinating Council on the prevention of juvenile delinquency and the KND of the Moscow rajon of Cheboksary City. The indicators and criteria of the effective work of the above-mentioned bodies are described in the brochure. It illustrates the benefits of interdepartmental cooperation among the subjects of prevention.

The publication became possible through the Federal Target Program “Children of Russia” for the years 2007 – 2010.





