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1. Introduction

1.1 The Ministry of Justice

The Ministry of Justice is the propulsive centre for the judicial policy of the Italian government. It performs administrative functions which are closely connected to the jurisdictional function both in the civil and in the criminal field. The legislative office, which depends directly on the Minister, provides for the study and proposal of normative interventions in the sector that falls under its jurisdiction. In the penitentiary sector, it performs tasks for the implementation of the policy for order and safety in penitentiary institutions and services, for the treatment of convicts and for the administration of penitentiary staff and the management of the necessary technical equipment.

1.2 The Department for Juvenile Justice

The Department for Juvenile Justice, both at national and local level, ensures the implementation of the penal measures decided by the juvenile judicial authority, thus guaranteeing the certainty of the punishment, the preservation of the subjects’ rights, the promotion of the adolescent evolutionary processes in progress. It aims at the social and working re-inclusion of the minors who have entered the penal circuit. It deals with the preservation of rights for minors and young adults - from 14 to 21 years of age - who are subject to penal measures, through preventive, educational and social-reintegration intervention, and also through the implementation of educative, training and leisure time programmes, in order to ensure a real integration of these children and young adults in the external community. Education, professional training and work are fundamental tools in the treatment, both for their intrinsic value and as means to express and realize individual capacities and potentials.

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1 Juvenile Justice in Italy. By Serenella Pesarin General Manager for the Implementation of Judicial Measures. With the contribution of: Orlando Iannace, Maria Concetta Della Ripa, Silvia Rubino. Italian Department for Juvenile Justice, Ministry of Justice.

2 Art.8 of the D.P.R. 6th March 2001, n.55 establishes the Department for Juvenile Justice - one of the four Departments of the Ministry of Justice – whose jurisdiction lies on matters involving minors and the management of staff and equipment related to the sector of juvenile justice. Already art.40, paragraph 3, of the law 176/1991 “Ratification and execution of the Convention on children’s rights, which took place in New York on 20th November 1989”, decided upon the establishment of an Institution meant for children who were suspected or found guilty of a crime.
Graph 1 - The Department for Juvenile Justice structure
1.3 The Juvenile Justice Centre

The Juvenile Justice Centres (CGM) depend on the Juvenile Justice Department and constitute organs of administrative decentralization, established by art.7 of the legislative decree 28th July 1989, n.272 “Regulations for the implementation and coordination of D.P.R. 448/88”, whose competence may include the territory of several regions and, in this case, they refer to several Courts of Appeal. Each one of the 12 Centres operates upon the territory through the Juvenile Justice Service (as established by article 8 of the legislative decree 28th July 1989, n.272). Their functions are: technical and financial planning, follow-up and supervision of juvenile justice services such as the Offices of Youth Social Service (U.S.S.M.), Juvenile Detention Centres (I.P.M.), Juvenile Classification Homes (C.P.A.) and Communities. These Juvenile Justice Services (JJS) are operationally coordinated by the Juvenile Justice Centres whose competence is regional or interregional.

Graph 2 - The Juvenile Justice Centre and related juvenile justice services

Tab. 1 - The Juvenile Justice Centre and related juvenile justice services
### SOCIAL SERVICE OFFICES FOR MINORS (N. 29)
**U.S.S.M.**
- Provide young offenders with assistance in every stage of criminal proceedings. They also enforce measures against sexual abuse as well as those under the Hague Convention. They also disseminate information concerning the status of young offender under criminal proceedings and work out reintegration projects in cooperation with the Juvenile Judicial Authority. The U.S.S.M. play a supporting and monitoring role during the enforcement stage of non-custodial pre-trial measures made by the Judicial Authority against young offenders in cooperation with other juvenile justice services and with local bodies.

### FIRST RECEPTION CENTRES (N. 25)
**C.P.A**
- Admit juveniles under provisional arrest and grant their residence for 96 hours at most until the validation hearing. The C.P.A. team elaborate a first psycho-social report on the juvenile’s situation as well as on the local available resources with the aim of providing the competent Judicial Authority with all useful information to identify the most appropriate non-custodial measure for each young offender.

### PENAL INSTITUTIONS FOR MINORS (N. 19)
**I.P.M.**
- Application and enforcement of orders (such as pre-trial detention and conviction sentences) made against juvenile offenders by Judicial Authorities. In this context, the young offender is granted the rights not to interrupt its educational, physical and psychological development. To encourage their personal accountability process and the attainment of maturity, young offenders are provided with school, job training, cultural, sport, recreational and theatre activities.

### MINISTERIAL COMMUNITIES (N. 12)
- They act by law both to secure the enforcement of non-custodial measures and support the re-inclusion of young offenders in their social environment. A tailored educational program is developed and submitted to the juvenile, taking into account his/her personal and familiar resources as well as the opportunities provided by the local agencies, with the aim of starting a process of awareness and sensitization by the young offender.
2 Legal framework for implementing alternatives to deprivation of liberty

2.1 The D.P.R. 448/88

The Italian juvenile penal system is based upon the concept of chargeability. In order to be able to take legal proceedings against a minor there must have been an assessment of the minor’s capability of being found guilty of a crime and thus subject to a punishment. According to our system, minors under fourteen are never chargeable (Art 97 penal code). Art.98 of the penal code states indeed that “those who – at the time they committed an offence – were over 14 years of age and not yet 18 are chargeable if they had mental capacity.” Whereas for adults the mental capacity is assumed, for minors between 14 and 18 it must be proved time after time, with reference to the committed crime\(^3\).

D.P.R.448 of 1988 entitled “approval of the dispositions on criminal lawsuits where minors are charged” states that the dispositions it includes are to be used in the proceedings where minors are charged and that, for what it is not mentioned, the dispositions from the Code of criminal procedure must be used (art.1).

The aim of the code of criminal procedure is to guarantee a procedural system which is aware of the delicate nature of a juvenile criminal lawsuit, for the importance it holds in the minor’s life. Hence, this must be made suitable to the needs of a personality at an evolutive stage: this gives way to the layout of a lawsuit that, though retaining the guarantees of an ordinary criminal lawsuit, reduces as much as possible the damaging effects necessarily determined upon the involved subject by the contact with the criminal circuit.

For the first time in our law, the D.P.R. explicitly refers to the minors’ interest, educational needs and protection. Moreover, the new code of criminal procedure tends to implement some principles (principle of suitability; principle of minor offensiveness; principle of de-stigmatization; principle of residuality of detention and principle of self-selectiveness of the criminal lawsuit) which follow the work carried out by the system of juvenile Justice, which the code itself interprets and defines (see Tab. 3).

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\(^3\) Art. 97 of the penal code states that minors under 14 are never chargeable. Art. 98 of the penal code states that “those who - at the time they committed an offence - were over 14 years of age but not yet 18, are chargeable if they had mental capacity.” Therefore, according to art. 98 of the penal code, for minors between 14 and 17 years of age, mental capacity with reference to the committed offence must always be ascertained, whereas for adults who have committed an offence it is assumed.
Tab. 2 - Principles governing the Code of criminal procedures

<table>
<thead>
<tr>
<th>PRINCIPLE OF SUITABILITY</th>
<th>The juvenile criminal lawsuit must be suitable – both in its general conception and in its concrete implementation – to the minors’ personality and to their educational needs, as it must aim at the minors’ reintegration in society.</th>
</tr>
</thead>
<tbody>
<tr>
<td>PRINCIPLE OF MINOR OFFENSIVENESS</td>
<td>This principle generally points out the need to keep in mind that the minors’ contact with the penal system might create risks for the harmonious development of their personality, thus compromising even their social image with the risk of provoking their exclusion. This implies the need for judges and operators to try, when making decisions, not to interrupt the educational processes in progress and therefore to avoid as much as possible the minors’ entrance within the penal circuit.</td>
</tr>
</tbody>
</table>
| PRINCIPLE OF DE-STIGMATIZATION | With the same aim of preventing the minors from having their image compromised, which may follow the contact with a criminal lawsuit, the regulations tend to guarantee the protection of privacy and anonymousness towards external society. This can be ensured through various systems, among which in particular:  
- The prohibition for mass media to diffuse images and information concerning minors’ identity;  
- The performance of the trial without an audience, as an exception to the general principle of the publicity of criminal trials (so-called trial behind closed doors)  
- The possibility to cancel criminal records from the criminal records office when the minors turn eighteen years old. |
| PRINCIPLE OF RESIDUALITY OF DETENTION | According to this principle the regulations provide for adequate instruments so that imprisonment is the last and residual measure to be chosen (extrema ratio). |
| PRINCIPLE OF SELF-SELECTIVENESS OF THE CRIMINAL LAWSUIT | This principle aims at guaranteeing the pre-eminence of the minors’ educational experiences on the prosecution itself of the criminal lawsuit, which is thus somehow “self-limited”. On the grounds of the information gathered with reference to personality, family and life environment of the minor, along with that concerning the offence, the lawsuit may be concluded by the statement of “irrelevance of the fact”. In the same view, the lawsuit may be suspended in order to start an operative pathway which replaces the trial proceedings through the so-called probation, meant as a programme whose aim is to increase the knowledge concerning the minors’ personality and to test their capacity to change and to rehabilitate. |
2.2 Juvenile criminal procedure

Once notification of the crime is received, the Public Prosecutor has the duty to immediately book it in an appropriate crime register\(^4\). The eventual arrest is under police discretion, according to the seriousness of the event, the age and the personality of the minor. Juvenile offender’s parents are immediately notified about the crime. Always taking into consideration the seriousness of the act, the age and personality of the minor, the minor is taken to police headquarters where can be kept no more than 12 hours. After this period the person who has parental authority (or the guardian or other delegated person) will take the minor into custody. Police will inform the Public Prosecutor (PM, Pubblico Ministero) and the Juvenile Social Services. Parents or the eventual custodian are advised of their duty to ensure the minor’s disposal to the Prosecutor and to monitor his behaviour. If this is not possible, police informs the Prosecutor who will provide for the minor to be accompanied to a First Reception Centre (CPA).

All these measures must be confirmed by the Judge of the preliminary investigation (GIP, Giudice delle Indagini Preliminari), the hearing takes place within 48 hours from the filing of the request by the PM. The Counsel and the person with parental authority must be advised immediately. Therefore, the GIP proceeds to interrogate the minor. At the end of this hearing the minor may be released, otherwise a preventive measure or remand can be applied. The GIP has the task of adopting measures restricting personal freedom if this proves necessary during the investigation. He/she also decides whether it is necessary to extend these measures, following a request by the PM. In addition, at the request of the parties the GIP decides whether to admit taking evidence during the pre-trial phase and presides over the proceedings.

From the act of filing the crime the PM has six months time to carry out investigative activities for assessing the facts and verifying the evidence against the suspect. Once investigations have been completed the PM will be able to ask for:

1. an extension of the time for closing investigations;
2. the dismissal of the proceeding when the fact turns out to be unfounded (the act is not foreseen by the law as crime, the suspect did not commit the act or sufficient evidence does not surface);
3. indictment (rinvio a giudizio);
4. summary trial (giudizio immediato).

\(^4\) The mandatory nature of penal action is stated by the Constitution (Art.112). According to this provision, the Public Prosecutor (PM), when becoming acquainted with the commission of a crime (notizia criminis), is legally bound to start the investigation and, if there is enough circumstantial evidence, to take penal action against the alleged culprit of that particular crime. The Italian Prosecutor is therefore without discretionary power to withhold prosecution. Prosecution is not simply a right, but a duty of the PM.
The Preliminary Hearing is the most important hearing in the Juvenile Trial, in which the Judge has a broad power of definition of the trial. It is characterized by: a) the choice of the most suitable penal response; b) the involvement of the Social Services; c) the support of parents. This is the first contact that juvenile offender has with the criminal process. If the Preliminary Hearing ends with the decision of indictment, then the minor must appear in a specific hearing. The judgment hearing cannot take place earlier than 20 days from the date of the decree of the indictment. Social Services and the Local Agencies may be involved. The Court pronouncing a sentence of acquittal can adopt, in the case of urgent necessity, temporary civil provisions to protect the minor with a separate decree.

At the Preliminary Hearing follows an accusatorial trial (Debating hearing) where different forms of sentencing can be ordered (probation, detention, acquittal). Detention can be applied when it proceeds for crimes not including manslaughter for which the law establishes a life sentence or detention not less than the maximum of 9 years.

The Judge arranges detention if serious requirements relating to the investigation are present, related to concrete danger of the acquisition of evidences; if the minor escaped or a concrete danger of escape exists; if there is the concrete danger that juvenile offender will commit serious crimes using arms or other instruments for personal violence. During imprisonment juvenile offenders are under the jurisdiction of a Re-entry Court (Magistratura di Sorveglianza)\(^5\).

The appeal trial is up to the defendant, but can also be proposed by the person with parental authority. During the proceeding it’s important to foster collaboration among State, Regional and Local Agencies. The objective is to achieve, throughout the whole territory, a network of contacts within the range of Private Social Services, able to support the intervention of the Juvenile Justice Services\(^6\).

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\(^5\) The Re-entry Court also guarantees that the sentence is executed in compliance with the law. This is no longer under the exclusive jurisdiction of the Administration and therefore better guarantees the rights of the detainees. In fact, the provisions adopted by the Re-entry Court are issued by a Jurisdictional Body once the parties have been heard. The Re-entry Court was introduced in 1975 by Law 354. Its jurisdiction has been widened considerably to reflect the new effort to strengthen the educational role of penal sanctions (Article 27 of the Constitution).

\(^6\) In this respect the Administration of Justice has taken steps in recent years, to carry out and drive the integration of the various organizational structures’ Services, with the common objective of creating a network for an early intervention planning.
2.3 Alternative measures to detention

Numerous are the instruments that Juvenile Penal Law grants the judge to adapt the sentence to juvenile offenders’ personality, the underlying philosophy is inspired by diversion and flexibilization of sentencing. Differently from adult offenders, Italian penal and procedural law for juveniles is inspired by a general criterion of ultima ratio (i.e. last chance). In this sense, detention is seen as a residual possibility for juvenile offender. Particular emphasis is given to form of sentencing (as Probation for example) where Social Services (at local and governmental level) and families play an essential role. The criminal pathway must hence have educational and responsible-making objectives. In fact it is the judge’s duty to explain the meaning of the lawsuit, the contents, and even the ethic-social reasons behind the decisions (Art. 1 of D.P.R. 448/88).

This is obtained thanks to measures such as:

- **Judicial Pardon** (Art.32 of D.P.R. 448/88): when it is assumed that the minor will not commit other offences. Such form of decriminalization is applicable only once. In this case a pardon is applied when, having assessed the gravity of the offence and the individual criminal capacity, the magistrates presumes that minor will not commit any further offence. This measure remains on the minor’s criminal record until he/she reaches the age of 21 years.

- **Nonsuit for irrelevance of the fact** (Art.27 of D.P.R. 448/88): it is applied when the offence is mild, occasional and any further course of proceedings would jeopardize the minor’s educational needs. The judge, upon request by the Public Prosecutor, may apply a safety measure.

- **Prescriptions** (Art.20 of D.P.R. 448/88): the Judge may give rules of conduct concerning studying, working or other activities which are useful to the minor’s education, at the same time entrusting the minor to the check and assistance of the juvenile Services of the Justice Administration.

- **Staying at home** (Art.21 of D.P.R. 448/88) The judge may order the minor to stay at home, as a precautionary measure not involving detention. This implies the obligation for the minor to stay at his family home or at another place of private residence, with a wide discretionary power on the judge’s side as for the studying or working needs, or for other activities which contribute to the minor’s education, with surveillance duties entrusted to a parent or to the people whose home the minor is staying at.

- **Placement in Community** (Art.22 of D.P.R. 448/88). The Judge may order the minors’ placement within a community, which is a precautionary measure of an intermediate level between staying at home and
detention, where great importance is given to initiatives for the re-socialization and social re-inclusion activated by local authorities and social private institutions.

In phase of execution of the sentence, the most significant alternatives to imprisonment include “Entrust to Social Services”, “house arrest”, “semi-custody” (semilibertà) and “early release” i.e. the measures applied to adults according to the Italian criminal code in force and adapted to minors.

- **Entrust to Social Services** (art. 47 Penitentiary regulation) can be disposed by the Re-enty Judge when the sentence doesn’t exceed the 3 years and the measure can be useful to youth’s rehabilitation reducing the risk of recidivism. As regards youths offenders they are submitted to the same legislation, however, for them the art. 12 prescribe the execution of alternatives in diurnal polifunctional services.

- **House arrest** (art. 47 ter Penitentiary regulation) can be applied to persons who have to serve a prison sentence not exceeding three years (which is increased to four years for some categories such as pregnant women, people aged over sixty, minors aged under twenty), even if it constitutes the remainder of a longer sentence. This measure is applied whenever it is not possible to assign the person to the social services.

- **Semicustody** (art. 48 Penitentiary regulation) consists in giving the offender the possibility to spend a part of the day outside prison in order to participate in educational, work or other activities that are useful for his/her social rehabilitation. Only those offenders who have already served at least half of the sentence are granted this alternative measure.

- **Early release** (art. 54 Penitentiary regulation) is included in CAPO VI of the penitentiary regulation hence under “Alternative measure to detention” even though it is not an alternative measure but a reduction of the sentence. It is granted to those offenders that have participated in a re-educational pathway and consists of a reduction of 45 days for every six months of detention. This reduction can also be applied to prisoners serving life sentences although, taking into account the twenty-year time limit needed in order to be able to be granted conditional release. Hence, they can be released only after twenty-one years of imprisonment.

### 2.3.1 Statistics

The major part of children in conflict with the law are entrusted to Juvenile Social Service Offices (indicatively n.20.000 every year – 20.213 in 2013) and submitted to alternative measures. Detention,
indeed, is seen as last resort and give space to alternative pathways and replies maintaining a criminal character.

During last years, the use of placement in community increased a lot both as custody measure and other judicial provisions due to its ability to match educative and control needs.

Children entrusted to Juvenile Justice services are mainly Italian (82%) and males (89%). As for the age the average one is between 16 and 17 years (52%). As for foreign children the main countries of origin are Romania, Morocco and Albania.

Last but not the least, as for the type of committed offence, Juvenile delinquency is characterized by the prevalence of crimes against property (around 46%), in specific thefts and robbery. Frequent are as well crimes related to violation of drug provisions while among the crimes against the person prevails voluntary personal injury.

As concern Probation, its application is registering a continuous increasing. In 2013 n.3.456 subjects have been submitted to probation, the 84,1% of cases had a positive exit.

**Tab. 3 - Minors entrusted to Social Service Offices. Years 2007-2013 per sex and nationality**

| Year | Italians | | | Foreigners | | | Total | | |
|------|----------|----------------|----------------|----------------|----------------|----------------|
|      |          | m   | f   | mf |          | m   | f   | mf |          | m   | f   | mf |
| 2007 |          | 10689 | 1083 | 11772 | 2516 | 456 | 2972 | 13205 | 1539 | 14744 |
| 2008 |          | 13015 | 1382 | 14397 | 2944 | 473 | 3417 | 15959 | 1855 | 17814 |
| 2009 |          | 14023 | 1457 | 15480 | 2981 | 424 | 3405 | 17004 | 1881 | 18885 |
| 2010 |          | 14335 | 1337 | 15672 | 2387 | 304 | 2691 | 16722 | 1641 | 18363 |
| 2011 |          | 15260 | 1624 | 16884 | 2870 | 403 | 3273 | 18130 | 2027 | 20157 |
| 2012 |          | 14885 | 1745 | 16630 | 3322 | 455 | 3777 | 18207 | 2200 | 20407 |
| 2013 |          | 14509 | 1713 | 16222 | 3469 | 522 | 3991 | 17978 | 2235 | 20213 |

Data related to the year 2013 report the informatics system context related to Juvenile Services (SISM) updated at 16th May.

**Tab. 4 - Daily average presence in Juvenile penal institution. Years 2006-2013 per sex and nationality**

| Year | Italians | | | Foreigners | | | Total | | |
|------|----------|----------------|----------------|----------------|----------------|----------------|
|      |          | m   | f   | mf |          | m   | f   | mf |          | m   | f   | mf |
| 2006 |          | 183 | 9   | 191 | 189 | 38 | 227 | 372 | 47 | 418 |
The data available about the daily average presence in community furthermore highlights an even wider use of placement in community as alternative measure to detention in Italy. The quantitative research on the average presence from 2006 to 2013 passed from 463 to 925. The trend shows hence a strong increasing of this measure both for Italians and foreigners proof that such instrument has been considered ongoing as highly educative and re-including in the full respect of the principles of minor offensiveness and de-stigmatization.
Tab. 6 - Minors entrusted to Social Service Offices submitted to alternative measures. Years 2010-2013 per sex and nationality

<table>
<thead>
<tr>
<th>Year</th>
<th>Italians m</th>
<th>f</th>
<th>mf</th>
<th>Foreigners m</th>
<th>f</th>
<th>mf</th>
<th>Total mf</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010</td>
<td>193</td>
<td>12</td>
<td>205</td>
<td>78</td>
<td>17</td>
<td>95</td>
<td>300</td>
</tr>
<tr>
<td>2011</td>
<td>259</td>
<td>8</td>
<td>267</td>
<td>88</td>
<td>23</td>
<td>111</td>
<td>378</td>
</tr>
<tr>
<td>2012</td>
<td>293</td>
<td>10</td>
<td>203</td>
<td>85</td>
<td>20</td>
<td>105</td>
<td>389</td>
</tr>
<tr>
<td>2013</td>
<td>288</td>
<td>5</td>
<td>293</td>
<td>77</td>
<td>19</td>
<td>96</td>
<td>389</td>
</tr>
</tbody>
</table>

Tab.7 – Cost of 1 day in Juvenile penal institution and community

<table>
<thead>
<tr>
<th>Type of structure/measure</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Juvenile Penal Institution</td>
<td>424.64 euro (maximum price)</td>
</tr>
<tr>
<td>Community</td>
<td>111.40 euro (maximum price)</td>
</tr>
</tbody>
</table>

2.3.2 The TRIVENETO context (Veneto, Friuli Venezia Giulia, Trentino Alto Adige)

Recently, an investigation on the number of placement in community carried on by the Juvenile Justice Centre for Veneto, Friuli Venezia Giulia, Trentino Alto Adige and provinces of Trento and Bolzano has been developed.

Data related to 2013 highlight as follow:

- n. 129 number of minors placed in community by the Juvenile Justice Centre of Venice (n.81 Italians; n.48 foreigners)
- n. 110 placement effected under artt. 22 and 28 D.P.R.448/88

8 Resuming we have indicatively 20,000 juveniles inserted in the Italian Juvenile Justice system, the daily average presence in Juvenile penal Institutions is 452 (data related to year 2013) while the n. of minors placed in community is 1,894 (data related to year 2013) the remaining youths are inserted in other extramural pathways.

3. Practice framework on alternatives to deprivation of liberty.

From implemented interviews, the following tools provided by the Italian Juvenile Penal Code resulted particularly effective: *Placement in community, Probation and Tailored/Individualized Educative Project, Victim Offender Mediation (VOM) and Community services.*

The placement in community as custody measure (not convictive) is foreseen by the D.P.R 448/88 and the Legislative Decree 272/89 that officially include the placement in community among the Italian services for Juvenile Justice. The community represents hence a service that, in the full respect of the institutional mandate related to penal execution, is mainly focused on the re-inclusion of the child in his/her social context.

As already highlighted, the Italian procedure, in line with the evolution of international and national culture, offers a wide range of alternatives and substitutive measures to prison. *Probation* (in Italy Art. 28 of D.P.R. n. 448/88) is certainly one of the best qualitative innovations. The objective of the minor’s rehabilitation clearly prevails over the demand for punishment; it is a strategic and central instrument of responsibility and social reintegration with the aim of enabling legal conditions and fostering the changing processes of the beneficiaries. A third measure that can be described as good practice is *Victim Offender Mediation (VOM)*, a form of response to crime involving the stakeholders in the search for solutions to problems caused by the offence in order to promote the restoration of the harmful consequences and sensitization of the minor. This process allows the child to develop more conscious choices with regards to their behaviour, with a positive effect on the same, the victim and, of course, the community, as the crime involves not only the private sphere but also the public/social one.

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10 Istituto Don Calabria cooperates for many year with the Juvenile Justice Centre.
Last but not the least, the fourth presented practice highlights the importance of “community services” allowing to the youth to reflect on and try to repair the committed offence doing something useful for society and test himself/herself and his/her skills and abilities within a safe and controlled context facilitating the social-working inclusion pathway and promoting the direct participation of civil society.

Here following we introduce the above mentioned practices/measures that can be defined (and have been defined by interviewed) as good.

3.1 Good practice 1: Placement in community

<table>
<thead>
<tr>
<th>Background and contextualization</th>
</tr>
</thead>
<tbody>
<tr>
<td>The placement in community as custody measure (not convictive) is foreseen by the D.P.R 448/88 and the Legislative Decree 272/89 that officially include the placement in community among the Italian services for Juvenile Justice. The community represents hence a service that, in the full respect of the institutional mandate related to penal execution, is mainly focused on the re-inclusion of the child in his/her social context.</td>
</tr>
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<table>
<thead>
<tr>
<th>Activities and contexts</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Beneficiaries:</strong> youth offenders (who have committed crimes before age 18).</td>
</tr>
</tbody>
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<table>
<thead>
<tr>
<th>Specific Objectives</th>
</tr>
</thead>
<tbody>
<tr>
<td>To develop a pathway making the minor aware of consequences of the committed offence.</td>
</tr>
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</table>

<table>
<thead>
<tr>
<th>Objectives</th>
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<tbody>
<tr>
<td>- To make aware the child about the measure restricting his/her personal freedom;</td>
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<tr>
<td>- To assess the educative and social opportunities offered by the social context in which the minor lives;</td>
</tr>
<tr>
<td>- To activate the individual, family and environmental sources of the child through the immediate contact with the family and the involvement of other competent juvenile services operating in the territory of residence of the same;</td>
</tr>
<tr>
<td>- To develop and implement an educative plan targeted on minor’s needs and his/her family and social sources;</td>
</tr>
<tr>
<td>- To provide to the Judge useful information allowing him/her to issue the sentence that best fit to minor’s educative needs (best interest of the child);</td>
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<tr>
<td>- To activate an interconnection system with the territorial sources;</td>
</tr>
<tr>
<td>- To prepare the exit of the child from community and support the eventual placement in other structures (aftercare);</td>
</tr>
<tr>
<td>- To re-include the child in his/her social context.</td>
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<tr>
<th>Methodology:</th>
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<tr>
<td>within this measure, it is fundamental to consider the PEI drawn up by Social Workers of USSM in cooperation with NGOs, Health Authority, Municipalities and Third Sector (see point 3.2 for detailed information). The methodology used within community must focus on the networking. Within this framework the minor’s family and the peer group represents a key source for the child and his/her re-inclusion pathway.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Good praxis and exportability of the experience</th>
</tr>
</thead>
</table>
Key points:
- Family Environment
- Mutual Trust Relationship
- Qualified Personnel
- Networking
- Involvement of family and local sources (competent authorities and NGO working in the field)
- Peer group
- Re-inclusion

What qualifies such tool as good practice is hence the opportunity to give value to youth’s peculiarities in close cooperation with the Juvenile Justice Services and the competent Local Authority. This allows to enhance the process of accompaniment and try to develop a real re-inclusion within the social context elaborating and understanding what happened to then explore concrete opportunities. As concern our experience the cohabitation between youths under protection and juvenile inserted in the juvenile justice system is useful both for the firsts and the seconds as it gives them the opportunity to proof themselves within a protected environment also in terms of peer relations between youth coming from different experiences. Last but not the least the placement in community gives the opportunity to give value to education and training as key and essential elements for a full social and working re-inclusion.

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<th>Criteria</th>
<th>Satisfactory</th>
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<tbody>
<tr>
<td>Programme relevance</td>
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<td>Programme efficiency and effectiveness</td>
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<td>Translating evaluation findings into statements of good practices</td>
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3.2 Good practice 2: The Tailored/Individualized Educative Project (PEI)

**Background and contextualization**
This measure is ordered by the Judge whenever an attempt of awareness and sensitization of the minor is possible through a Tailored/Individualized Educative Project (PEI) draw up by the Juvenile Social Service Offices (USSM). This Office, subordinated to the Department for Juvenile Justice, follows the child during the whole pathway, carrying on activities of observation, treatment and support in cooperation with the Local Services. At the end of the period, specified in the tailored educative project, a Hearing for evaluation will be held. The Judge will base his/her choice, firstly, on a final report drawn up by the USSM regarding:
- the development of the personality of the minor and the changes carried out;
- the minor’s real efforts;
- restorative actions towards victim and/or society.

In case of positive assessment, the process ends with the crime being dismissed; when the outcome is negative, indeed, the process continues in its ordinary form, from where it was interrupted.

**Activities and contexts**

**Beneficiaries:** youth offenders (who have committed crimes before age 18).

**General Objective:**
To support the minor in the construction of a life project, in particular during the re-inclusion into society, by providing effective alternatives to deviant behaviour.

**Specific objectives:**
- To develop positive behaviours to replace the deviant ones (respect for social norms, schedules, roles);
- to develop skills and interpersonal relationship abilities with both peers and adults in small and large groups contexts;
- to implement “awareness and sensitization” through the commitments undertaken by the minor.

**Methodology:** Within this measure, it is fundamental to consider the PEI drawn up by Social Workers of USSM in cooperation with NGOs, Health Authority, Municipalities and Third Sector. The PEI is the main tool in a complex and constantly evolving reality moving towards two binary: the need to individualize the interventions and the awareness of the complexity of the social issues. These require: active thought, ability to understand the reality, projection into the future.

PEI has to be serious, real and above all individualized, so that the minors will be able to carry out the commitments, taking into their account abilities, skills and interests besides their physical resources.

Briefly the project must provide:
- The modalities of involvement of the children, their families and their life contexts;
- specific commitments (prescriptions) concerning study and work, sport, social activities and so on (Positive or negative prescriptions of different kinds can be placed by the judge i.e. formal prescriptions for social control requirements, restorative measures, others concerning health care such as treatments or therapies);
- the modalities of participation of specific operators;
- possible restoration and conciliation measures with victim and society.

Elements of PEI:
- Flexibility and opportunity of personal change with the support of qualified staff;
- creation of a formal education in specific areas of intervention (family, school, work, leisure time, voluntary service);
- easier intervention with the family;
- close cooperation with the local community following the principles of Restorative Justice;
- involvement of the victim (in the VOM process).

**Good praxis and exportability of the experience**

Key points:
1. A deep understanding of the child and assessment of attitudes and skills;
2. Adherence to the specific reality in drafting the PEI;
3. Involvement of family and/or groups they are affiliated with;
4. Support for the minors’ ability to establish and maintain interpersonal relationships during the project, enabling them to create a significant and supporting social network;
5. Monitoring in order to verify the effectiveness of the project and support the progress;
6. Development of ad hoc tools aiming to improve the professional skills of involved operators;
7. Activation of local network for the implementation of the actions.

What qualifies the TAILORED EDUCATIVE PROJECT (PEI) as good practice is certainly the INDIVIDUALIZATION of the intervention (possible thanks to the dimension of the group i.e. 8/10 youngsters) detailing activities, timing, objectives and outputs. The second key element is the ACTIVE PARTICIPATION of the child in the draft and development of the project. Such participation led to a better comprehension and sharing of the rules governing the project and, consequently, a major respect of the same.

It is hence an Holistic approach targeted on the PERSON and on RELATION taking into account the needs of the child in the full respect of his and others individuality where, through an ad hoc networking between competent agencies, it is planned with and for the youth an educative project basing on flexibility able to respond to evolutionary changes of the same.

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<th>Good Practice n. 2 Evaluation</th>
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3.3 Good practice 3: Victim Offender Mediation (VOM)12

**Background and contextualization**
Victim Offender Mediation (VOM) can be defined as an alternative method of conflict management providing a comparison/relationship between the victim and the offender with the support of a mediator, acting as a third neutral party facilitating the communication. It is a relational process aiming to promote the acceptance of individual responsibility by the stakeholders and the voluntary resolution of the conflict. VOM can allow the children to develop more conscious choices concerning their behaviour, with positive effects on social relations. Last but not the least, this may allow the victim to take an active role in the event by giving voice to his/her afflictions and needs.

**Activities and contexts**
VOM can be defined as a method of conflict regulation that does not replace the jurisdictional regulation but can be an operative and useful source. The intervention, in fact, is in line with the principles of the Italian Juvenile Criminal Code giving priority to the minor’s responsibility and maturation processes.

**Beneficiaries**

**The victim:** VOM was developed to create a space for the victims since in the penal procedures they have a marginalized role. This action can help them to manage the conflict in order to eliminate or reduce feelings of insecurity, afflictions and anger caused by the crime.

**The minor offender:** The minors have the opportunity to take responsibility for the crime committed, and, at the same time, they can demonstrate willingness to apologize to the victims. VOM asks minors to face the damage and affliction caused to victim allowing them to revise the action and take responsibility in respect to the same.

**The mediator:** The mediator facilitates communication between the stakeholders. His/her task is to create a neutral situation where victim and offender can meet and recognize each other as people. The mediator allows for a different way of communicating and a different representation of the conflict offering new perspectives.

**Objectives**
The objectives of VOM are to promote a communicative-dialogic model within the law, holding all of the stakeholders accountable.
The steps are essentially four:

1. **Charging of the “case”,** signaled by the Judicial Authorities, by a mediator who contacts the victim and the minor (by letter and telephone) aiming to verify the feasibility of a possible first meeting/interview.

2. **Preliminary interviews,** one with the victim and one with the offender, to know their description of the event, to present the mediation program, to listen to the parties, allowing the expression of feelings and experiences related to

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12 The shift from a punitive-rehabilitative vision towards a restorative one reflects a concept of the criminal sanction which not only does not affect the aspects concerning the personal responsibility but clearly contains, making use of all the resources available on the territory, a series of proposals and opportunities which the person can size for his/her own change, and a better consideration of the interests of the victim, whether it is a single person or the society as a whole.
the crime, to clarify the role of mediator and to arrange the mediation meeting between the stakeholders.

3. **Meeting between the two parties** where, initially, the different versions of the facts are introduced and, subsequently, the related experiences are discussed. This intervention aims to the acknowledge of the suffering produced by the conflict and to help the people to review it in a dimension of control and management, thanks to a communicative relationship. The mediator plays an active role by facilitating the scanning time of the respective narratives, specifying the points of view of each party, summarizing them and proposing interpretations. The meeting may end with an agreement between the parties allowing the offender to repair the damage or simply apologize.

4. **Conclusion**, sending of the outcome to the Judicial Authorities, indicating whether the intervention resulted positively, uncertainly or negatively without detailing the event but only the results to the Judicial Authority.

**Good praxis and exportability of the experience**

What qualifies such tool as good practice is the opportunity to involve directly the involved parts (victim and offender) and give voice to the victim in a mediation process aiming to the identification of a common solution able to satisfy both subjects (Consensuality). Another important factor is the external and objective vision of the conflict by the mediator the celerity and cheapness of the tool. It is hence to identify solution fitting and combining the interests of involved person focusing on the re-build of worsen relationship for the satisfaction of the victim and the awareness and responsabilization of the offender.

The mediator’s role can be considered an exportable good practice, the main characteristics of this figure are:

1. The acceptance of parties through an active hearing where victims and offenders can express their suffering;
2. the ability to re-establish communication between parties, taking a role marked by confidentiality and non-direct intervention;
3. the virtue of being in the middle without analyzing and judging;
4. the impartiality and neutrality in the relationship with the parties.

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3.4 Good praxis 4: Community services

**Background and contextualization**

Crimes committed by minors, as much as the behaviour harms the rights of others, shifts the evaluation and decisions regarding the behaviour from the “private” sphere to the “public” one. In this way, infractions of the “social uses and laws” take on “public visibility” and gives rise to a conflict which involves the entire community. The most recent elaborations on Juvenile Justice present the development of open forms of reconstructing the conflict, considering those who committed the crimes able to carry on community services having not only concrete but, also, symbolic value. In essence, this means that employability should be considered one of the most powerful developmental tool as closely linked to social responsibility in relation to Judicial Policies and Treatment of deviant minors. The youth has hence the opportunity to demonstrate his/her abilities and play an active role in terms of active citizenship, responsibility and solidarity.

**Activities and contexts**

**Players in the territory:** NGOs, voluntary groups, Third sector and the Centres for the Juvenile Justice.

**Beneficiaries:** adolescents and young adult offenders aged between 14 and 21.

**Key Points:** innovation and flexibility inside actions fighting discrimination and labelling through the implementation of social restoration.

What qualifies this practice is the idea to have been useful to someone without expecting any benefit. The implementation of such activity allows to actively participate to social life and demonstrate to community to be able to give his contribution and be a source for the society testing himself within a safe environment with the support of qualified personnel.

**Objectives:** to support the youth in reflecting on and possibly repair the committed offence doing something useful for society.

This gives him/her as well the opportunity to test himself/herself and his/her skills and abilities within a safe and controlled context facilitating the social-working re-inclusion pathway and promoting the direct participation of civil society, the identification of Demand/Offer and the assessment of minors’ skills/capacities.

**Specific actions:**

- assessment of skills and abilities of young people (the main protagonists in the process of re-building their own life project) through the putting of their resources and skills to the test in regards to restorative actions as well as responsible and joint actions;
- promotion and organization of useful activities in Public Organizations and Social Private Associations.

**Innovation:** creation, implementation and consolidation of a network between the various competent Agencies

The specific steps concerning the gathering of information are:

- building of an online platform (use of the web);
- awareness of Institutions operating in the territory;
- structuring of informative schedules matching demands and offers;
- circulation of the demands on the web.

The aim is to enlarge the territorial network able to produce social demand, which provides minors with opportunities to
experiment themselves in socially useful activities. The dissemination and sharing of skills and resources is the best way to face with the problem, considering the variety of approaches oriented towards the system and in support of development processes. These actions promote and facilitate the cooperation between Public and Third Sector in order to make the social-working re-inclusion of the child **concrete and possible**. Last but not the least, it allows the development of a methodology targeted to socio-educational intervention able to enhance the capacity of minors to play an active role in the construction of a social autonomy.

**Good praxis and exportability of the experience**

Key points inherent to the child:
1. Collection of information for a real knowledge of the child to create an appropriate action (background, family context, economic situation, social environment, etc.) assessing attitudes and skills;
2. Evaluation of the opportunities offered by the network of public and private stakeholders;
3. Accompaniment and support to the child in the new context;
4. Set up global educational processes of social inclusion, enhancing capacities and active roles in the construction of autonomous projects;
5. Monitoring and testing objectives.

Key points for implementation of the network:
1. Testing and involvement of stakeholders with the aim of building cooperation and developing sustainable ideas;
2. Organizing seminars and conferences aimed at the implementation of the network and building cooperation;
3. Conducting awareness campaigns;
4. Expend energy in the research of Associations, firms and other realities working on the territory.

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<td>Translating evaluation findings into statements of good practices</td>
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4. Suggestions and recommendations: how alternatives to deprivation of liberty could be improved?

4.1 Main Results

According to Istituto don Calabria experience and the input collected through the interviews to privileged witnesses in this first work stream, youth offenders need pro-social-working inclusion interventions as they suffer discrimination, due primarily to their juridical status and a deep sense of exclusion. This is due to the lack of familiar-social ties and/or illegal immigrant status. The juvenile offender is hence a person in situation of hardship, in search of an identity and a role and the detention with other similarly labeled minors may offer additional impetus for deviant behaviour indeed of rehabilitating. Detention and removal of the child from his/her social environment doesn’t certainly address the source of deviant behaviour. As a result, at the end of the punishment, subsequent encounters with society can lead to new conflicts or fuel already existing conflicts.

Another problem for these minors is the low level of schooling, as they often belong to marginalized groups and live in illegal contexts. For those minors who have difficulties in finding a proper “place” in the social context, a gradual accompaniment into the working world seems to be necessary, as they are highly at risk of pursuing a deviant career, which is seen as their only alternative. One of the first actions in working with these youths is strengthening the individual capacity to regain an active role in their project of social and working autonomy.

In conclusion, the definition of paths and sustainable practices is a prerequisite for developing a circuit of real integration and inclusion of young offenders. Cooperation between all the stakeholders is the key.

13 Contribution for the contents of Don Calabria Institute staff.
Tab. 9 – main needs collected during interviews (WS1)

<table>
<thead>
<tr>
<th>PRINCIPAL NEEDS COLLECTED</th>
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<tbody>
<tr>
<td><strong>EMPOWERMENT</strong></td>
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<tr>
<td>- To include in the legislation ad hoc programs aiming to the protection of juveniles in conflict with the law and the use of bilateral and multiple agreements with the local competent authorities;</td>
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<td>- to enhance the prevention measures;</td>
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<tr>
<td>- to enhance the coordination and cooperation among key actors and coherence at policy level both at national and European level;</td>
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<tr>
<td>- to enhance protective factors;</td>
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<tr>
<td>- to create ad hoc training course for operators and the other stakeholders working in the field;</td>
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<tr>
<td>- to promote ad hoc education and training pathways targeted to these youngsters for a real social working inclusion;</td>
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<tr>
<td>- to promote the direct involvement of civil society.</td>
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<tr>
<td><strong>DATA COLLECTION</strong></td>
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<tr>
<td>- To define a common and shared methodology for data collection;</td>
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<td>- to regularly update related data;</td>
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<td>- to favour the access to data to key actors.</td>
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**BOX 1: THE PLACEMENT IN COMMUNITY**

In Italy the placement in community is one of the most widespread measures despite the low availability of facilities and an irregular distribution on the territory affecting and impacting:

1. on the organization (with long transfers from Juvenile Penal Institutions and First Reception Centres)
2. on meaningful relations (children are placed in facilities far from the territory of residence making difficult the building of meaningful ties with the community of origin that should be one of the strength of this measure).

In order to guarantee an organizational system responding to the institutional mandate and to the law in force on the issue of residential services, the community service must guarantee the respect of certain organizational conditions constituting the “minimum standards” for an adequate functioning.

It is foreseen, hence, the presence of qualified personnel, the organization of the structure must be familiar and hosts minors inserted in the juvenile justice system and not (i.e. users from penal and civil field).
The family dimension and the presence of qualified operators (with different skills and competences) constitutes a prerequisite to build positive, emotional and friendly interpersonal relations, bases for all change processes.

To develop an efficient re-educative pathway it is necessary to draft a Tailored Educative Project (PEI). This is designed by the community staff in cooperation with the competent juvenile services and the same youth principal actor of the whole pathway. The general objective of the PEI is to individuate ad hoc actions able to promote a process of re-elaboration of the offence and the admission of his/her own responsibility. The sense of the planning is as well the one to redesign the life project of the youth and repair the consequences of the crime. Fundamental is as well to work in parallel (when and if possible) within the family and the social context in which the youth will return once closed the pathway.

Given that the community is considered as “open facility” and part of the range of services of the territory, the used methodology within such framework must focus on the networking. In this sense the family and the peer group have a key role in the process of re-inclusion of the youth (see point 3.1).

As for the evaluation of the efficacy of the intervention, interviewed person argue that this is not so easy to assess as linked to a wide range of variables. The last researches in the field identified the following qualitative and quantitative indicators (see Tab 10).

Tab. 10 – Qualitative and quantitative indicators

<table>
<thead>
<tr>
<th>Qualitative and quantitative indicators</th>
<th>Quantitative</th>
<th>Qualitative</th>
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<tbody>
<tr>
<td>- n. of leaving</td>
<td>- Degree of involvement of the minor in day activities</td>
<td>- Personal care</td>
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<td>- n. of re-entries after leaving and modalities</td>
<td>- Care of individual and common spaces</td>
<td>- Respect of timing</td>
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<tr>
<td>- n. of exit due to attenuation of measure</td>
<td>- Level of verbal communication</td>
<td>- Relation with the family</td>
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<tr>
<td>- n. of exit due to aggravation of measure</td>
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<td>- Agreements and cooperation</td>
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<tr>
<td>- n. of episodes of violence</td>
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<td>- frequency in proposed activities</td>
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The community is hence a service betting every day on minor’s potentialities and on efficacy of alternative measures trying to conciliate the concept of “open” with the one of “limit”.

Funded by the Criminal Justice Programme of the European Union
5. Annexes

Annex 1: Result of the survey (in national language or translated), Laws in English, protocol etc.

In this session you can find some useful documentation and links signaled by the interviewed experts or collected during the desk research.

Italian

1. [http://www.giustizia.it/giustizia/it/mg_2_5_4.wp](http://www.giustizia.it/giustizia/it/mg_2_5_4.wp)

English

Links

1. http://www.giustiziaminorile.it
2. http://www.istat.it
3. http://www.istitutodeglinnocenti.it
5. http://www.ristretti.it
11. http://www.ipjj.org/
Annex 2: Photo gallery

Juvenile Penal Institution “Beccaria” (Milan, Italy)

Juvenile Penal Institution in Nisida (Naples, Italy)
Juvenile Penal Institution in Nisida - 2 (Naples, Italy)

Juvenile Penal Institution in Nisida - 3 (Naples, Italy)
Juvenile Penal Institution in Florence (Italy)

Juvenile Penal Institution in Caltanissetta (Sicily, Italy)
Juvenile Penal Institution “Malaspina” (Palermo, Italy)

Juvenile Penal Institution “Malaspina” - 2 (Palermo, Italy)