



NATIONAL COUNCIL ON  
THE ADMINISTRATION OF JUSTICE

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**DELINQUENCY PREVENTION AND COMMUNITY-BASED  
REHABILITATION OF CHILDREN IN CONFLICT WITH THE LAW**

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## NOTE FROM NCAJ

The National Council on the Administration of Justice (NCAJ) was established in 2011 to ensure a coordinated, efficient, effective and consultative approach to the administration of justice and reforms in the justice system. Thus, NCAJ strives to entrench a well-coordinated justice sector that contributes to social transformation as envisioned under the Constitution of Kenya, 2010.

The NCAJ Strategic Plan 2021-2026 appreciates the role of research in informing policy reforms. Research is crucial for informing policy decisions through best practices, evidence and rigorous assessment of any subject matter. This research was undertaken to broadly advise policy on the efficient administration of child justice, and specifically on delinquency prevention and community-based rehabilitation of children in conflict with the law.

Efficient administration of child justice requires the Government and community to have and sustain mechanisms to prevent child delinquency, and once they commit a crime, support rehabilitation to prevent them from reoffending. Children at high risk of offending often need care and protection, hence the need to strengthen delinquency prevention and rehabilitation strategies.

The study was possible through NCAJ's partnership with the United Nations Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders (UNAFEI). The partnership between the Government of Kenya and UNAFEI has a long history. Since the 1990s, UNAFEI has provided technical assistance on juvenile justice in Kenya, especially in training and revising Kenya's Child Care and Protection Officer (CCPO) facilitator's training manual and training of CCPOs. Further, UNAFEI facilitated a tour to Japan for actors in child justice, a crucial methodological aspect that yielded this research study. Most authors of this study, whose commitment is highly appreciated, are primarily drawn from the NCAJ Standing Committee on the Administration of Justice for Children.

**Anne A. Amadi, CBS**  
**Chief Registrar of the Judiciary &**  
**Secretary, National Council on the Administration of Justice**

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## ABBREVIATIONS AND ACRONYMS

CPU	Children Protection Unit
CSO	Civil Society Organization
DPP	Director of Public Prosecutions
ESP	Employment Support Programme
FY	Financial Year
JCH	Juvenile Classification Home
KPS	Kenya Prisons Service
NCAJ	National Council on the Administration of Justice
NPS	National Police Service
PACS	Probation and Aftercare Services
PO	Probation Officer
UN	United Nations
UNAFEI	United Nations Asia & Far East Institute for the Prevention of Crime and the Treatment of Offenders
UNODC	United Nations Office on Drugs and Abuse
VPO	Volunteer Probation Officer

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## ABSTRACT

Delinquency prevention for children is crucial for any justice system and the survival of society. Since it is challenging to prevent child delinquency in totality, community-based rehabilitation of children in conflict with the law is an essential intervention for the justice sector, given its myriad benefits to society. Kenya aspires to reduce delinquency and enhance the rehabilitation of children in conflict with the law. To support this aspiration, this study was undertaken to interrogate Kenya's practices, compare them with those of Japan, and recommend areas of intervention and improvement. Japan has registered huge milestones in delinquency prevention, community rehabilitation, and employment creation for children, with valuable lessons for other countries. The study methodology entailed a review of existing practices in Kenya, undertaking lectures, group discussions, and case studies in Japan. From the findings, diverse recommendations have been proposed. To prevent delinquency among children, the rejuvenation of Children Protection Units and the admonishing of potential child offenders by the police are crucial. Employing professionals trained in child protection, for instance, having a psychologist in children-holding institutions and entrenching vital community interventions, would prevent child delinquency. Further, revitalizing the volunteer probation system into a transformative model would be ideal. The transformation would require the development of a policy framework or guidelines, strategic collaboration between the Probation and Aftercare Services Department and the Directorate of Children's Services for a common approach, and entrenchment of a low-cost model of adequately trained volunteers. Further, introducing an employment support system sustained by the Private Sector, Civil Society Organisations and Non-Governmental Organisations would transform the control of recidivism among children and young offenders.

*Key Words; Children, Justice, Delinquency Prevention, Rehabilitation*

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## 1. BACKGROUND

### 1.1 Introduction

The United Nations Sustainable Development Goals 2030 emphasizes the need for peaceful, just and inclusive societies characterized by institutions capable and empowered to promote the rule of law, reduce or end crime, and enhance access to justice. Crime prevention requires changing the way institutions work, with Governments facing many challenges in preventing crime. In Kenya, having a secure and just society has been articulated in the blueprint, Vision 2030, which aspires to transform the society to that which ascribes to the rule of law and observes human rights (Republic of Kenya, 2007). This aspiration is supported by the various constitutional provisions that support crime prevention through, among others, establishing institutions that provide national security (Republic of Kenya, 2010) and sustaining criminal justice reforms to address emerging challenges (NCAJ, 2022).

In Kenya, the Justice system comprises many institutions, state and non-state, who, drawing from their legal mandates, are primarily involved in delinquency prevention. According to the United Nations Office on Drugs and Crime (UNODC) (2010), delinquency prevention is broadly the control of the commission of crimes and entails strategies and measures to reduce the occurrence of crimes by juveniles and mitigate their potentially harmful effects on society. To address the cross-institutional inefficiencies that may occur while controlling delinquency and maintaining the rule of law, the National Council on the Administration of Justice (NCAJ) serves as the coordinating body. Specifically, NCAJ ensures a coordinated, efficient, effective and consultative approach in the administration of justice and undertaking criminal justice reforms (Republic of Kenya, 2011).

Juvenile delinquency prevention is an essential strategy for overall crime prevention in a society. Prevention requires efforts and interventions to be pursued primarily in the broad interest of a child and guided by fairness and equity to ensure harmonious development (United Nations (UN), 1990). However, crime may occur despite the prevention efforts by the government institutions. Hence, interventions by the wider society are crucial. The study draws impetus on the need to transcend the current prevention practices by institutions, to encompass comprehensive societal interventions and practises. Specifically, the study primarily focuses on delinquency prevention and community-based rehabilitation of children in conflict with the law.

### 1.2 Objectives of the Study

Broadly, this study explores delinquency prevention, community rehabilitation and employment creation for children in conflict with the law. The specific objectives of the study are;

- i. To review the institutional mandate and practices on delinquency prevention and community-based rehabilitation of children in conflict with the law in Kenya.

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- ii. To gain insights into effective delinquency prevention programmes and practises in Japan, and explore their applicability in Kenya.
  - iii. To review the volunteer probation system in Japan and its applicability in Kenya.
  - iv. To gain insights into the employment support system for children in conflict with the law in Japan and its applicability in the Kenyan context.

The need to prevent crime among children is critical. Well-planned and executed delinquency prevention strategies promote community safety and enhance the quality of life for children and adults. The study has advised policy and practice on delinquency prevention and community-based rehabilitation.

### **1.3 Study Methodology**

The methodology for the study primarily entailed the following;

- i. Background analysis of the existing practices by Kenyan criminal justice agencies towards delinquency prevention and volunteer probation operations to gain deeper insights and understand areas requiring efficiency enhancement.
- ii. The undertaking of lectures on delinquency prevention, volunteer probation system and employment creation for child offenders in Japan. The lectures were delivered by UNAFEI professors, allowing for a deeper understanding of the subject matter.
- iii. Experiential visits to juvenile classification homes and centres and engagement of volunteer probation officers and employment support organisations. These forums allowed observations and documentation of essential practices and interaction with practitioners.
- iv. Holding group discussions on delinquency prevention, volunteer probation system, and employment creation for child offenders to focus on the utility of alternate recommendations.

Japan has long-standing practices aimed at delinquency prevention and rehabilitating children in conflict with the law. Hence, the undertaking of the study tour in Japan was purposive. The lectures and observational visits were undertaken in the Tokyo Prefecture under the organisation of the United Nations Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders (UNAFEI). Over time, the Kenyan justice sector has partnered with UNAFEI, especially in training criminal justice actors (UNAFEI, 2022). Nine participants were drawn from NCAJ, National Police Service, Office of the Director of Public Prosecutions, Judiciary, Probation and Aftercare Services, Directorate of Children Services, Kenya Prisons Service and UNICEF.

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## 1.4 Scope, Limitations and Organisation of the Paper

The study focuses on delinquency prevention and community-based rehabilitation of children in conflict with the law. The time scope covers the status of the practices as of February 2023. The geographical scope is Kenya and Japan, with field visits in Japan undertaken in Tokyo Prefecture. Beyond the constitutional dictates, the broad legal scope is primarily the Children Act, 2022 and the associated draft rules and regulations<sup>10</sup>.

Though practices are often informed and supported by various laws and policies, as a limitation, the study did not majorly delve into the systems of justice of the two countries and the rigorous treatment of juvenile justice policy models in other countries. However, recommendations on practices have been reinforced with proposals on policy and legal reforms.

The next chapter of the Paper is on delinquency prevention and community-based rehabilitation of children in conflict with the law in Kenya, focusing on select key justice sector agencies. This is followed by Chapters on delinquency prevention, the volunteer probation system, and employment creation for children in conflict with the law in Japan. The Paper culminates by presenting recommendations that emphasize areas of potential applicability to the Kenyan context.

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<sup>10</sup> At the time of publishing this study, the rules and regulations to operationalise the Children Act, 2022, were in draft form.

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## **2. DELINQUENCY PREVENTION AND COMMUNITY-BASED REHABILITATION OF CHILDREN IN CONFLICT WITH THE LAW IN KENYA**

### **2.1 Introduction**

Since 1990, Kenya has been a signatory to the Convention on the Rights of the Child, which the United Nations (UN) General Assembly adopted in 1989. The Convention envisages a society characterised by the non-discrimination of children, having the child's best interests, enjoyment of children's rights, and respect for the views and feelings of the child. This aspiration is further reinforced in the UN standard minimum rules for the administration of juvenile justice of 1985, the UN Guidelines for the prevention of juvenile delinquency of 1990, and the UN Rules for the protection of juveniles deprived of their liberty of 1990.

The child's rights are articulated, provided for, and protected in Kenya under the Children Act, 2022 (Republic of Kenya, 2022) and the associated rules and regulations. The legal support for Children finds a strong basis in that children remain in need of care and protection due to their vulnerability. Inadequate care and protection for children increase their risk of recruitment into crime, a primary social concern. To promote healthy and productive child development, it is crucial to prevent delinquency early by providing appropriate safeguards and interventions to those at risk and in conflict with the law.

In Kenya, NCAJ agencies such as the National Police Service (NPS), the Office of the Director of Public Prosecutions (ODPP), the Judiciary, the Probation and Aftercare Services (PACS), the Directorate of Children Services (DCS) and the Kenya Prisons Service (KPS) play a crucial role on affairs relating to children in conflict with the law. While each agency has a distinct mandate, they are directly or indirectly involved in preventing delinquency and rehabilitating children in conflict with the law (NCAJ, 2022).

This chapter highlights the mandate and practises of Kenya's justice sector institutions on prevention of child delinquency, and rehabilitation. The chapter flows from prevention initiatives upstream of the criminal justice system by the NPS, prosecution and trial in the midstream and culminates with downstream management of children by KPS, PACS and the DCS.

### **2.2 Prevention of Child Delinquency by the Police**

The Kenyan police, the National Police Service (NPS), draws its mandate from Article 243 of the Constitution of Kenya and is guided in its operations by NPS Act, 2011. The NPS promotes public safety and security. The police are often the first point of contact in the criminal justice system, investigating criminal offences, including offences against and by children. Specifically, Section 242 of the NPS Act, 2011, requires the Inspector

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General of Police to establish a Special Police Unit to deal with children's matters. The Unit focuses on preventing, controlling and investigating child offences, amongst other functions. Further, Section 64 of the Children Act, 2022 mandates the NPS to establish a Child Protection Unit in every Police Station as a temporary, safe and non-threatening environment for children in conflict with the law.

To prevent child delinquency, the NPS has initiated and has been undertaking the following initiatives:

- i. Established Community Policing, Gender & Child Protection Directorate to oversee the formulation and implementation of policies for child protection within NPS.
- ii. Established Anti-Human Trafficking and Child Protection Unit at the Directorate of Criminal Investigations (DCI) for specialised investigations of offences against children.
- iii. Physical protection of children to ensure their safety, welfare and rights.
- iv. Enforcement of laws and regulations on child protection, and carrying out deterrence measures to prevent crime against children.
- v. Training and administering continuous development for police officers on child protection.
- vi. Expeditious investigation and apprehension of children in conflict with the law.
- vii. Carrying out community policing initiatives in the prevention of child delinquency.

Despite the above initiatives, the NPS has faced challenges in preventing child delinquency notably:

- i. Limited funds which affect the implementation of child-friendly programs, for instance, the establishment of Child Protection Units (CPUs) in every Police Station.
- ii. Disjointed efforts and linkages with parents and schools, including poor cooperation of some parents or guardians with the police in children cases.
- iii. Shortage of police officers trained to handle children's matters.
- iv. Instances of repugnant cultural beliefs.
- v. Instances of language barriers between police and children, including fear of the police.

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## 2.3 Prosecution of Children in Conflict with the Law

The primary mandate of ODPP, derived from Article 157 of the Constitution and ODPP Act 2013, is to institute and undertake prosecution of criminal matters. Hence, the ODPP spearheads the prosecution of child offenders. The Children Act, 2022 introduced a preliminary inquiry stage where the actors are required by law to understand a child's background before making any decision on the child's delinquency. Consequently, ODPP has adopted alternatives to prosecution geared towards rehabilitating a child in conflict with the law without taking the child through a trial process.

Specifically, ODPP has made the following strides related to the prosecution of children in conflict with the Law:

- i. Developed the Decision to Charge Guidelines to inform an equal, clear, transparent and accountable prosecution methodology. The Guidelines emphasise that children's cases are special and should be accorded more scrutiny, priority and alternatives to prosecution.
- ii. Developed the Diversion Policy and Diversion Guidelines as a framework for diverting criminal cases that qualify under its eligibility criteria. The Guidelines contains a well-defined schedule of diversion programs, actors, processes, and procedures to rehabilitate a child using therapeutic methods.
- iii. Developed Prosecution Practice Directions on children's rights to privacy and legal representation in the criminal justice system.
- iv. Developed Standard Operating Procedure Manual and Rapid Reference Guide on Prosecution of Female Genital Mutilation cases.
- v. Developed IEC materials friendly to the children.
- vi. Established child-friendly interview rooms in 8 counties across Kenya, complete with teleconferencing equipment to reduce secondary victimization of children.
- vii. Institutionalized specialized division to handle children cases and trained focal persons.
- viii. Developed Plea Bargaining Guidelines.

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## 2.4 Resolution of Children Cases at Courts

Article 159 (1) of the Kenyan Constitution provides that the judicial authority is vested and exercised by courts (Republic of Kenya, 2010). The courts exercise this authority by dispensing justice. The Judiciary has established specialised Children's Courts to purposefully and entirely handle children's cases under Section 90 of the Children Act, 2022. By February 2023, Milimani Children's Court and Tononoka Children's Court had been established. Other than these two courts, there are gazetted magistrates to handle children's matters, both civil and criminal. Specifically, Kenyan courts;

- i. Protect the privacy and personal information of children involved in court proceedings or administrative proceedings in accordance with national and international laws.
- ii. Accord children in conflict with the law's legal representation.
- iii. Involve the parents or guardians in court proceedings and provide regular information. The court may also appoint a guardian ad-litem to aid in the proceedings.
- iv. Ensure sessions involving children adapt to the child's pace, ability to understand and attention span. Regular breaks are planned, and hearings do not last long.
- v. Handle children's cases expeditiously and informs the child of its decision.
- vi. Places a child under the supervision of a probation or children officer to avoid recidivism.
- vii. Guide on community service through issuing child-friendly orders.
- viii. Adopt alternatives to judicial proceedings such as mediation and diversion. The Court then uses the information given by the parties to reach a justifiable decision.

## 2.5 Management of Children in Prisons

Kenya Prisons Service (KPS), domiciled under the Ministry of Interior and National Administration, is responsible for the containment and rehabilitation of offenders. It draws its mandate from the Prisons Act, Cap 90, the Borstal Institutions Act, Cap 92, and the Persons Deprived of Liberty Act, 2015. The functions of KPS entail: Containment and safe custody of offenders; Rehabilitation and reformation of offenders; Facilitating the administration of justice; and Facilitating the treatment and training of youthful offenders in Borstal Institutions and Youth Corrective Training Centre. The KPS has four children's facilities comprising one Youth Corrective Training Centre and three Borstal Institutions, with two being for boys and 1 for girls. Concerning the management of children, KPS plays the following roles:



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- i. Provides care for children aged four years and below, accompanying their mothers in prisons.
  - ii. Links children with their families through conferencing, visitations and family days.
  - iii. Offers support services, counselling, spiritual nourishment, and other activities that enhance effective reintegration.
  - iv. Provides child-friendly accommodation and appropriate day-care facilities.
  - v. Mentors and supports the development of talents.
  - vi. Provides formal and informal education programs.
  - vii. Offers life skills programs, recreational facilities and vocational activities.
  - viii. Supports access to justice in partnership with the other justice actors through paralegal training and facilitation for access to legal aid.

## **2.6 Probation and Aftercare Services for Children**

Probation and Aftercare Service (PACS) is a Department in the State Department for Correctional Services, Ministry of Interior and Administration of National Government. It derives its mandate from the Constitution of Kenya, Executive Order No. 1 of 2020, Probation of Offenders Act, Cap 64, and the Community Service Orders No. 10 of 1998. The Department is responsible for managing non-custodial offenders both adults and children to ensure public safety. By February 2023, the Department had 137 offices with about 2,000 Probation Officers.

The Department generates information for the dispensation of criminal justice, supervises court orders, reintegrates and resettles offenders, and protects victims' rights and welfare. The Probation Officers (POs) conduct social inquiries of accused persons, offenders and petitioners to prepare pre-bail, pre-trial, pre-sentence, or pre-release reports. The reports are submitted to courts and other penal organs for decision-making in the dispensation of justice.

The Department manages probation hostels located at Nakuru, Siaya, Kisumu, Shanzu and Nairobi. The hostels are open residential facilities where offenders, including Children, are admitted for a maximum period of 12 months for rehabilitation. The Department has two community Resource Centers, namely Likoni and Webuye, to engage the young people and community in education or training as a method of crime prevention.

Concerning the administration of justice for children, the Department has initiated diverse programmes, and has also been undertaking the following:

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- i. Runs a Reintegration Programme (Aftercare) that covers the processes to prepare the offender to return to the community while still in custody and prepare the home environment to receive them. Upon release, through the aftercare program, the children with vocational skills may be supported with tools or start-up capital to earn a living and desist from crime. In cognizance of the special nature of children's matters and the need to adhere to child justice principles, a senior officer handles some children's matters.
  - ii. Runs the Child Care and Protection Officers (CCPO) programme to address the needs of child offenders.
  - iii. Supervises child in conflict with the law and reintegrates them through various programs.
  - iv. Organises school-going children in conflict with the law to attend nearby schools for formal education. Those who are not eligible for education or are disinterested in pursuing formal education undertake vocational training to empower them with skills for livelihood.
  - v. Empowers parents to actively rehabilitate child offenders and facilitate visits, open days and telephone communication with the children.
  - vi. Involves the community in information gathering, supervision and rehabilitation of offenders through Community Probation Volunteers Programme. The Programme entails:
    - Gathering information to assist the probation officer in compiling social inquiry reports on offenders, including children.
    - Supervising the Child offenders placed on Community Service Order, Probation Orders, and Aftercare programs in consultation with the POs to link them to relevant service providers in their neighbourhood for effective reintegration.
    - Strengthening rehabilitation of child offenders by befriending them, guiding and counselling, and influencing them to become law-abiding citizens.
    - Performing crime prevention activities in consultation with the PO and contribute to the implementation of the exit strategy of the offender.
    - Enhancing relationship between the offender, community and PO.

However, according to the Republic of Kenya (2023a), Community Probation Volunteer Programme has faced the following challenges;

- Non-coverage of the entire country and especially the busy districts.
- Inadequate training for the enlisted Community Probation Volunteers to sharpen their supervision skills.

- Inadequate funding for the Community Probation Volunteers to cater for transport and communication reimbursements yielding drop-outs. There is limited budgetary support for the programme.
- Inadequate training materials for the programme with some materials requiring revision.
- Low understanding of the program by other criminal justice system actors.

## **2.7 Management of Children by the Directorate of Children Services**

The Directorate of Children's Services (DCS) is established under the Children Act, 2022. It draws its mandate from the Constitution, the Children Act 2022 and Executive Order No. I of 2023. The Directorate's mandate is to safeguard the rights and welfare of children. In particular, DCS oversees the establishment, promotion, coordination and supervision of services and facilities for advancing the wellbeing of children and their families. The Directorate manages 14 Children Remand Homes, 2 Children Reception, Assessment and Classification Centres, 9 Children Rehabilitation School, 5 Child Rescue Centres, one Help Centre and 6 Child Protection Centres.

### ***Functions of the Directorate of Children Services***

According to Republic of Kenya (2023b), the Directorate of Children Services performs many functions with the under listed ones relating to the prevention of delinquency among children and their rehabilitation:

- i. Establishes, administers, maintains and supervises child protection centres, rehabilitation schools and remand homes to safeguard and promote the welfare of children.
- ii. Maintains up-to-date records and data on managing children's services, including access to welfare amenities for children.
- iii. Investigates, monitors and reports cases of children facing hardship. This is further supported by identifying, formulating and developing programmes to mitigate children facing hardship.
- iv. Assists vulnerable children, including those with disabilities, living in the street, orphaned, drug abusers, sexually abused, and those affected by domestic violence.
- v. Investigates, assesses and prepares inquiry reports per the Children Act, 2022, other laws, or following the direction of a court.
- vi. Implements court's directions, including providing social or administrative support.

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- vii. Safeguards the welfare of a child placed under care. This further covers procuring accommodation and safety for a child who is abandoned, or in need of refuge.
  - viii. Provides services to trace and reintegrate an abandoned child with a parent or a guardian.
  - ix. Promotes family reconciliation and mediation in disputes involving children, parents, guardians, or persons with parental responsibility.
  - x. Facilitates medical treatment for a child in police custody or in a children's remand home.
  - xi. Provides guidance to a child during court proceedings.

When a child is in conflict with the law, a social inquiry by either a Children Officer or a Probation Officer is undertaken. For cases of child delinquency that have not yet reached the Court, the matter is reported to the Children Officer, who undertakes a needs and risks assessment. The assessment leads to the classification of children as per needs and risks and helps identify cases appropriate for institutional or community-based treatment. The Children Officers assess all apprehended children and prepare reports for the courts, which subsequently consider diversion as the first option. Children on diversion are placed under Children Officers for supervision, with families being brought on board through the Family Group Conference.

Once the courts place the children in rehabilitation schools, several procedures are followed. First is the reception, assessment and classification. The process entails the assessment of immediate needs, risks and health checks. This is followed by registration of personal effect and orientation on the institution's procedures. After the orientation, the child is assessed for classification and preparation of the Individual Treatment Plan. The assessment includes criminogenic needs to address the causes of deviant behaviour, education and vocational training, reintegration, and mental and physical health needs. After that, the child is transferred to the appropriate rehabilitation school depending on the high, medium, or low-risk risk levels.

The next step is case management and interventions. The child receives various rehabilitative and reintegration interventions based on the Individual Treatment Plan. These include education or vocational training, guidance and counselling, and programmes to reduce risky behaviour like drug and substance abuse. Contact with family and committing office is maintained, with progress monitoring to guide early release. Child Protection Volunteers are sometimes used to follow-up with the child's family to facilitate reintegration upon release.

The Rehabilitation school undertakes a final assessment to review the child's progress and readiness for reintegration. It also makes arrangements for the child's travel and accommodation upon release. Finally, the child is handed over to the committing or

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receiving office for community-based supervision. Aftercare involves relevant agencies, such as the local administration and teachers.

The Volunteer Children Officers programme, introduced in 1998, exists in Kenya. Child Protection Volunteers, appointed by the Secretary of Children Services, complement the work of the Children Officers by working voluntarily at the community level. The recruitment is done through Sub-County Children Advisory Committee and validated by the local community. By February 2023, there were about 1500 Child Protection Volunteers in Kenya. However, the program faces challenges, including inadequate funds for the transport and training expenses and an inadequate number of Children Officers to supervise the volunteers.

### ***Children Facilities Managed by the Directorate of Children Services***

Children Remand Homes are established under the Children Act, 2022 to provide accommodation, care and protection to children, both boys and girls, in conflict with the law. The placement occurs as a matter of last resort, during trial, or before a verdict or placement in an institution of rehabilitation. By February 2023, 14 Remand Homes existed in Kenya. These were; Nairobi, Kiambu, Murang'a, Nyeri, Kericho, Eldoret, Machakos, Meru, Manga, Kisumu, Kakamega, Likoni, Malindi and Nakuru Children Remand Homes.

Children Rehabilitation Schools in Kenya are established under the Children Act, 2022 to provide rehabilitation, accommodation, education, training and facilities for the care and protection of children. By February 2023, nine rehabilitation schools existed, seven for boys and two for girls. These were: Kabete, Kakamega, Kericho, Kisumu, Likoni, Othaya and Wamumu Rehabilitation Schools for boys, and Kirigiti and Dagoretti Rehabilitation Schools for girls. The Schools are classified into high, medium and low risk, and children are placed based on their classification after assessment. They are committed for a maximum of three years but can be released earlier upon a court decision.

The Directorate manages two National Reception and Classification Centres where children placed in rehabilitation schools are accommodated and assessed for three months before placement in rehabilitation schools. These are Getathuru for boys and Kirigiti for girls. Further, the Directorate manages Children Rescue Centres established under the Children Act, 2022 for protection of children needing care and protection. By February 2023, five rescue centres at Nairobi (both for boys and girls), Machakos (girls), Thika (boys), Garissa (both for boys and girls), and Kisumu (girls) existed.

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### 3. DELINQUENCY PREVENTION IN JAPAN

#### 3.1 Introduction

Prevention of child delinquency in Japan has been prioritised as a crucial strategy for societal survival and posterity. As a control measure, the Japanese philosophy of handling children primarily targets education and rehabilitation as the preferred methods of delinquency prevention instead of criminal punishment. In the Japanese justice system, a child in conflict with the law, referred to as a juvenile, is a boy or girl under 20 years. The common delinquent behaviour exhibited by Japanese children includes drinking, smoking, loitering in parks and parking lots, absenteeism from school without justifiable reasons, loitering after midnight, gaming and betting. The minimum age of criminal responsibility is 14 years. The Japanese delinquency prevention programme foremost targets pre-delinquent children to minimize their graduation into crime.

The main actors in the Japanese juvenile system include; Police Juvenile Centre (PJC), Family Court, Juvenile Prison, Detention House, Juvenile Classification Home (JCH), Juvenile Training School (JTS), Correction Bureau and Probation Officers. The Family Court has original jurisdiction over juvenile offenses and may commit a juvenile to a JCH for protective detention.

#### 3.2 Delinquency Prevention Strategies through Police Juvenile Centers

##### *Consultation Programmes*

Juvenile consultation programmes aim at protecting juveniles who have been victims of abuse, crime, delinquency, or those at risk of offending. The consultations are undertaken at Police Juvenile Centres, which were first established in 1963 when volunteers from the community and the police resolved to work together to fight delinquency. These Centres exist in Japanese Cities. Parents and schools make referrals to the PJCs for consultations, or the juveniles themselves, turn up for help. Consultations involve the police, juveniles, parents, psychologists, and other relevant stakeholders based on complaints from parents or guardians. Parents may be called for consultations at the initial stages before the challenges escalate.

Consultations are done at the Centre by dedicated staff who are professional psychologists. A child is invited to the facility for consultations and the provision of continuous support through psychological therapy. Sandbox therapy and sand-play therapy are offered to juveniles by psychologists. During therapy sessions, juvenile creates a scene on the sand using the miniatures, expressing their feelings or mood, and freely expressing themselves without intimidation. Police volunteers, schools and local government bodies also assist the PJC by helping juveniles cope with physical and mental challenges. The merits of consultation include crime prevention and proactive response to delinquency. The consultations are beneficial, particularly to parents with problematic children. Thus, PJCs allow matters to be resolved at an earlier stage.

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### *Admonishing Activities*

Admonishing activities are conducted to ensure early detection to control delinquency. Under this model, Police at PJCs periodically patrol streets, parks, casinos, public areas and busy areas where children gather to identify juveniles likely or are at risk of being involved in crime. The identified children are then admonished. Admonishing is done by prohibiting behaviours such as drinking, smoking, use of drugs and entering forbidden places such as casinos. Additionally, there is the placement of ‘no entry’ signs on the doors of casinos barring children below 17 years from entering. The children are also sensitised to the disadvantages or consequences of crime. Parents may be contacted to be alerted to the actions of their children. Volunteers, including university students, also join the patrols for admonishing activities. The volunteers are not paid a salary or stipend but receive tokens of appreciation.

### *Use of Caravan Car Strategy*

The PJCs also use a specialized caravan car as a deterrence measure to sensitize the juveniles on the effects of crime and drug abuse. The car has videos played in a child-friendly language. Videos are also played in play areas, outdoor festivals and children’s events to deter them from drug use. Educational materials, drug samples, and pictures are showcased using the caravan car or displayed in classrooms during school visits.

## **3.3 Case Study of the Tachikawa Police Juvenile Centre**

The Tachikawa Police Juvenile Centre (TPJC), under the metropolitan police, comprises serving police officers, retired police officers and counselling psychologists. The Centre admits boys and girls below the age of 19 years. The main activities undertaken at TPJC include carrying out consultations with juveniles and their parents, responding to reported cases, and conducting interviews with the children and other interested parties to address the challenge. Further, the Centre admonishes children, conducts public relations activities and undertakes sports and agriculture activities with at-risk children to prevent delinquency.

As at February 2023, about 1000 children were being admonished per year by TPJC. The most common delinquent behaviour reported was smoking. The police cautioned the juveniles where delinquency was detected instead of taking the matter to the police station. If the children were taken to a police station, the parents would be informed of the arrest and be invited. The Centre had protective activities for juveniles at risk of offending and victims of crime and abuse. The key lessons learnt from the TPJC during the visit were;

- i. Child delinquency is a complex phenomenon, and the parents may not have the knowledge or skills to address the causes.
- ii. Dealing with child delinquency requires more than one stakeholder to handle all its aspects effectively. Parents, teachers and criminal justice practitioners have some influence on the life of the child, hence the need for concerted efforts in handling children’s matters.



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- iii. Consultations are significant in sensitizing people to believe in the children's future and collaborate to help their rehabilitation.
  - iv. The TPJC is not involved in the court proceedings of a child who commits an offense. However, it's engaged during the recovery and reintegration of a child into the community.

### **3.4 Delinquency Prevention through Juvenile Classification Homes**

#### ***Assessment of Children***

The Juvenile Classification Homes (JCHs), under the Correction Bureau, are responsible for managing correctional facilities for adults and juveniles. The homes operate under the Juvenile Classification Home Act, 2015. Children are committed to the Classification home by the family court where necessary. The home is legally authorized to use specialized medical, psychological, pedagogical, sociological and other expert knowledge to assess children. The assessment is mainly on the behavior, background and personal capacity. The assessment also covers the environment of the juvenile, guardian and other concerned persons.

During the assessment, the juvenile stays at the Classification home for 3 to 4 weeks before the case hearing at the Family Court. Classification is done using interviews, psychological tests and behavioral observations. A report with options for dealing with the juvenile is prepared and submitted to the Family Court. The options include referral to a children's self-reliance support facility, foster home, a child consultation center, probation supervision, committal to a juvenile training school, or referral to public prosecution.

The child is kept in a restful environment at the Centre to allow relaxation. They are provided with basic needs as they undergo assessment. Those who are in school and have an interest in continuing are provided with educational support. The children can be visited by their teachers and given educational materials.

#### ***Community Support***

The JCHs also provide community support work in their localities. The support is provided at two levels. The first level is at the request of an organization or entity involved in preventing delinquency and crime. This assistance includes assessments, psychotherapy, lectures, training on crime prevention, or advice on dealing with children having difficulties in school. The second level of service entails testing children with developmental disabilities and counselling them with their parents. The support is at the request of the juvenile, family, or an organization.



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### 3.5 Case Study of Tokyo West Juvenile Classification Home

Tokyo West Juvenile Classification Home comprises staff offices and juvenile's rooms. The juvenile rooms are single-roomed with furniture, a wash basin and a bell for communication. The shared rooms can fit at least four persons and are approximately 12 by 12 feet. The homes provide a playroom with indoor play equipment for table tennis and other games. There are therapy rooms with equipment such as a sandbox, a reception for community members and an outdoor play area. The critical lessons learnt from the Tokyo West Juvenile Classification Home are that the children's environment is serene, providing playing and developmental amenities, and is highly protected from outsiders to protect juveniles' identity.

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## 4. VOLUNTEER PROBATION SYSTEM IN JAPAN

### 4.1 Introduction

Volunteerism supporting community corrections in Japan began in the 19th century with an entrepreneur, KINPARA Meizen, who established a private company with his partners to support released prisoners. The private organization appointed around 1,700 volunteers to work with KINPARA in 1888. Volunteerism, domiciled under the Volunteer Probation Act, has since been entrenched as part of Japan's statutory offender rehabilitation system, which handles rehabilitation, reintegration and supervision of juveniles in conflict with the law. Volunteerism is done by Volunteer Probation Officers (VPOs), referred to as Hogoshi in Japan. These are ordinary Citizens who support the rehabilitation and reintegration of offenders in the community in collaboration with professional probation officers (POs).

The VPOs are formally appointed and reimbursed for service expenses. The compensation rate is an average of 30 dollars for typical cases, with a slight increment for complex ones. They serve for two years with the opportunity for reappointment until they reach 76 years, the retirement age. Each VPO is assigned one of the 886 probation districts nationwide. The probation district has a VPO Association, with every VPO affiliated with such an association. There exist prefectural associations at the prefecture level and federal associations at the regional level, which feeds into the national level.

By February 2023, 46,358 VPOs were integral to community corrections. Out of these, 26 per cent were female, with 80 per cent of the VPOs being over 60 years. Most serving VPOs are homemakers, retirees and religious professionals. Approximately 50 per cent of juveniles on Probation are under 18 years. Further, 80 percent are boys, with theft, violence and drug offenses being the top category.

### 4.2 Joining the Volunteer Probation System

To be qualified for appointment as a VPO, one is evaluated on character and conduct in the community. Other desirable traits are enthusiasm and availability to serve, financially stable, healthy and active. A person can be disqualified from being a VPO if he or she has been sentenced to imprisonment or advocates for the overthrow of the Constitution of Japan or the government. The process of joining VPOs involves;

- i. The Probation Office may recommend a person to join as a VPO since the Office governs the information of the VPO candidate at the local level.
- ii. The regional and local associations are then contacted for a background check, identification, selection and recommendation of VPOs for screening and appointment.

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- iii. The Director of Probation compiles the list of recommended VPOs and submits it to a screening commission which comprises members of the justice system and the representative of the VPO association.
  - iv. Upon the screening, a list is prepared for the minister to appoint the VPOs.
  - v. Specialized training is then done by the Probation Officers and *Hogoshi* association.
  - vi. Probation Officers then provide the new VPO with materials for service.

### 4.3 Operations of Volunteer Probation Officers

#### *Allocation of Cases*

In Japan, the rehabilitation bureau has set specific types of probationers and parolees that are not assigned to VPOs. For instance, the PO handles cases such as arson, those with high violence tendencies, and parolees immediately after release from a long prison sentence. On rare occasions, the VPO is sometimes asked to handle persons who have committed murder.

There is no specific methodology used to assign cases to a *Hogoshi*. However, cases are assigned based on experience and practice. The Director of Probation assigns cases to the POs, who in turn assign the cases to the VPOs, considering the character and needs of the juvenile and the case's complexity. Once a case is identified and allocated to a VPO, the PO shares information such as the name of the juvenile, date of birth and crime type. Other information shared includes the life history, the court which granted the sentence, the date of hearing, the reason and cause of the crime, and relevant information about the crime such as victims, family, employment and individual treatment plan with the VPO.

#### *Engagements between VPOs and Juveniles*

The VPO is expected to meet with the offenders twice a month for less difficult cases and three times for difficult cases. Time is devoted to interviews, with follow-up occurring when necessary and of the volition of the VPO. To observe privacy upon receipt of cases, the VPOs may schedule meetings with juveniles during the hours with few people within the home area, or conduct them in restaurants and coffee shops. They may also meet juveniles in areas other than their city or estate.

#### *Reporting of Volunteer Probation Officers*

The VPOs submit monthly reports to the PO. The reports cover the contacts made, the progress of the juvenile, and the outcomes of meetings held. Sometimes, the VPOs may ask the juvenile to write a composition on their actions in different scenarios to gauge their attitudes and mind-set. Other documents prepared and submitted to PO for analysis are Worksheets and Casefiles. Further, a database of VPOs kept by POs covers training information and VPOs' location.

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## *Supervision of Juveniles*

The VPOs supervise and assist juveniles in collaboration with POs. Specifically, they visit or request the juveniles to visit them two or three times a month based on the treatment plan set by the PO. Most VPOs use their own homes for the interviews. They also meet with the juvenile family and liaise with local resources such as schools to support the juvenile's rehabilitation and reintegration. In case of feedback or clarification, VPOs contact the POs for a professional intervention.

## *Reintegration of Juveniles Back to the Society*

Concerning re-entry of the juveniles back to the Community, the VPO prepares the juvenile and home environment by undertaking several activities. Continuous meetings are held with the parents and the juvenile in preparation for reintegration. The juveniles are encouraged to pursue their plans as far as it is geared toward behaviour change and empowerment. Further, assessment reports are submitted to the POs who then evaluate the home environment to identify relevant programmes the juvenile will attend upon release. The POs submit the report to Parole Board and Juvenile Training School for appropriate disposition.

### **4.4 Case Study of Volunteer Probation System**

#### *Physical Interaction Volunteer Probation Officers*

The case study was undertaken through direct engagement and interaction with VPOs. The VPOs shared experiences on case examples they had handled. During the interaction, it was established that most VPOs had served between 25 and 42 years, and had diverse reasons for becoming VPOs. The reasons were:

- i. Influence from senior VPOs to serve the community.
- ii. Fulfillment of seeing offenders change into law-abiding citizens upon guidance.
- iii. Desire to pay back to the neighborhood after having successfully raised a family.
- iv. Interaction with the criminal justice stakeholders.
- v. The passion for impacting the younger generation by teaching them life skills.
- vi. The quest to reduce delinquency in the community.

#### *Successes and Challenges*

The salient achievements of the VPO system are;

- i. The VPOs are in touch with the offenders making rehabilitation easy.
- ii. The PO provides timely responses to VPOs on difficult rehabilitation cases.

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- iii. The system has older men and women in society aiding offenders without being paid, which is cheaper for the economy.
  - iv. The system reduces recidivism in society.
  - v. Local people are connected to ex-offenders for effective reintegration.
  - vi. The system assists the PO in obtaining more information on the juvenile.
  - vii. The VPO builds a lasting relationship with the juvenile in the child's best interest. Many juveniles rely on the VPOs due to trust impacting positively on their development.

The key success factors for the VPO system are;

- i. A strong professional collaboration structure exists with the Probation Office yielding effective intervention.
- ii. Consideration of the capacity, time and energy of the VPO in the allocation of cases.
- iii. Matching the needs of the juveniles to the characteristic and strengths of the VPO.
- iv. Being at liberty to meet with the juveniles in hotels or other open public spaces.
- v. A reporting system for VPOs enables efficient follow-up.
- vi. Training of VPOs to equip them with requisite skills on supervision, writing reports and counselling skills while handling clients.

Some of the challenges that affected the VPO system were inadequate volunteers, short probation period for comprehensive performance of all the activities with the supervisees, and instances of difficult cases being allocated to a VPO.

### ***Lessons Learnt***

The following lessons were learnt during the engagement with VPOs:

- i. VPOs can influence the child to adopt positive behaviour and excel in education.
- ii. There is always a positive impact on family relationships because of the VPO's intervention. The VPOs can provide parental support for positive behaviour change and growth, especially when the family is dysfunctional.
- iii. The support by VPOs can go beyond the supervision period, which ensures rehabilitation gains are sustained.
- iv. Reoffending may still occur despite the close supervision by the VPO hence the need for constant support from the Probation Office and Police.
- v. The rapport and trust built between the VPO and the juvenile make it easy for the juvenile to confide sensitive information.
- vi. The VPOs can identify complex issues that require professional interventions that were perhaps missed by the PO at an earlier stage.

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## 5. EMPLOYMENT SUPPORT FOR CHILDREN IN CONFLICT WITH THE LAW IN JAPAN

### 5.1 Introduction

In Japan, there exists Employment Support Programme (ESP) for persons on probation and those on parole. The Probation Office spearheads the programme by entering into agreements with employers who cooperate and employ offenders on probation or those placed on parole. The Office works closely with the Ministry of Health, Labour and Welfare, and Public Employment Security Offices. The programme targets juveniles aged 14-19 years who are then provided with work experience by an employer.

The objective of ESP is to provide job experience to juvenile delinquents through Cooperating Employers. The Cooperating Employers are those willing to support offenders' reintegration by offering them job opportunities. The Programme enables juveniles to have direct contact with working people exposing them to practical knowledge and skills. Further, the programme motivates juveniles to discover new possibilities, develop a desirable attitude to work and learn social rules. Due to the implementation of the programme, the re-offending rate has become three times lower for employed than unemployed.

### 5.2 Characteristics of Juvenile Employment Support Programme

The following are some of the major characteristics of the ESP:

- i. The programme is for children and adults, with children not required to sign an employment contract.
- ii. The cooperating employers provide tailored employment for probationers and parolees, and as an incentive, the businesses may get tax relief from the Government.
- iii. The organizations that nominate juveniles to participate in the programme include the Family Court, Police, Lawyers, Child Guidance Centre and Children's Self-Reliance Support homes.
- iv. The information on the Cooperating Employers is not public to avoid stigmatizing the ex-offenders. The co-workers do not normally know the ex-offenders because the organizations do not disclose such information unless the ex-offender discloses it to their co-workers.
- v. Work experience is not required for juvenile institution parolees. However, if the judge or investigator considers the need for work experience, the family court contacts the company.

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- vi. Children in Junior High School do not participate in employment since they must be in school. For those in school, permission from the school is sought for them to participate in the job experience programme. After Junior High school, most young people on probation or parole prefer to work than continue with education. The trend is highly prevalent for children who have been in conflict with the law and those from low-income families.

### **5.3 Case Study of Kanagawa Employment Support Organization**

The National Association of Enterprise, in support of offender employment, is a non-profit organization operating in 47 Prefectures. The Kanagawa Employment Support Organization under the National Association of Enterprise conducts employment support activities in Kanagawa Prefecture. By February 2023, the Kanagawa Employment Support Organization, registered with the Yokohama Probation Office, had about 25,000 registered Cooperating Employers.

The programme targets boys and girls on probation, those in Juvenile Training Schools and those on parole after release, adults in prison and on parole after release, adults on a suspended sentence with probation, and those released due to distress or in need of care. The programme supports them in job search, matching skills with available vacancies and job retention.

Promotion of employment support is through an emphasis on suitability and close communication with the employer, consideration for probation or parole conditions, and privacy protection. Job retention is promoted through setting goals, promoting motivation to work, feedback from the Employer, cooperating with VPOs, and dealing with resignation if it occurs.

Employees are adequately trained and have much experience in society. They offer continuous and adequate support at prisons, Juvenile Training School and at the workplace. They also follow up on the client's work status and advice on challenges experienced.

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## 6. RECOMMENDATIONS AND IMPLICATIONS TO POLICY AND PRACTICE

### 6.1 Conclusions

Enhancing the policy environment and processes for handling children in the justice system remains a fundamental priority. This study aimed at exploring delinquency prevention, community rehabilitation and employment creation for children in conflict with the law. A review of existing practices in Kenya coupled with lectures, group discussions and experiential learning in Japan were undertaken to realise the study objectives. Consequently, policy and practice recommendations, outlined in the subsequent sections, have been proposed.

### 6.2 Recommendations and Implications to Policy and Practice in Kenya

#### *Prevention of Child Delinquency*

- a) Strengthen CPUs at the police stations to undertake delinquency prevention as a major program. Child-friendly materials should be distributed in all CPUs police officers training. The prevention strategy of admonishing potential child offenders require be infused into Kenya's CPUS. Strengthening CPUs would compare with the practice where police juvenile centres exist in every city in Japan, and would require more financial allocation to the NPS.
- b) Undertake delinquency programmes by justice sector agencies at different stages relevant to their mandate for a holistic multisectoral approach. For instance, there is a need for more specialisation of prosecutors, judicial offers handling children, increase in children courts, and more support downstream to DCS and PACs. Continuous capacity assessment of the justice sector institutions' human resourcing and training strengths is crucial. Police, PACS and DCS can use a caravan car strategy to sensitize children on the dangers of crimes.
- c) Have a psychologist in children-holding institutions. As a first step, there is need to assess the current system to identify the gaps, establish the training and qualification that would be required of a psychologist, and put in place a framework for partnering with other players, for instance, the Ministry of Health and the perhaps the Association of Child Therapists. The sand therapy concept can be introduced to aid in assessing children.
- d) Rejuvenate techniques to assess the child and their needs and adopt tailored protection measures. There is a need to consider the Tokyo Center model of holding the juvenile for 3-4 weeks compared to the Kenyan model of up to four months. Once a child's age is determined, moving them to an age-appropriate facility is needed to prevent contamination.
- e) Develop policies and guidelines on delinquency prevention, or enhance existing ones to entrench delinquency prevention in the criminal justice system. The actors' roles should be clarified to avert shifting responsibilities and blame.



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- f) Put measures to de-link the children centres from the adult system in the long run and allow children to be handled largely by professionals specially trained in child protection. Justice sector agencies should strengthen their existing children handling facilities.
  - g) Entrench comprehensive community intervention programs that cover the sensitization of parents and wider families on delinquency prevention. There is need to sensitise the community to teach children about avoiding crime, the dangers of drug abuse, and staying safe from social media, among other child hazards. Having a child protection model for the family or neighbourhood would be supportive. To achieve this, there is a need to sensitize the community on delinquency prevention. Further, heightening focus on families as the first step for effective delinquency prevention would be ideal. The increased focus on the family would, in the main, address common causes of child delinquency in the Kenyan context.
  - h) Revamp school curriculum to re-equip the education system to identify, mitigate and prevent delinquency from the early stages. Schools can initiate preventive interventions focusing on child delinquency at the early stages of childhood development before adolescence.
  - i) Enhance the welfare aspects of the children in conflict with the law to avoid dealing with children as criminals but as children in need of care and protection. Continuous sensitisation of the police would create and sustain a cultural change.

### ***Re-engineering the Volunteer Probation Officers System***

- a) Develop a legal or policy framework for the engagement of volunteers to strengthen service delivery and their facilitation. Since the Probation and Aftercare Department and the Directorate of Children Services both have volunteer programmes, the starting point should be the two agencies to engage and explore strategic partnerships for enhancing efficiency. A low-cost model of volunteers is ideal and ought to be pursued collaboratively.
- b) Review existing guidelines for community probation volunteers to cover, among others, operational cost, schedule of meetings, recruitment and professionalism. The guidelines should provide for the reintegration of children into society covering pre-release reports, handing and taking over notes, responsible persons for the growth and development of the child upon release from custody, and follow-up mechanisms of a child until adulthood. The guidelines should also cover strategies for screening volunteers, especially the involvement of stakeholders, to enhance credibility and accountability.
- c) Harmonise service delivery by community probation volunteers in the justice system. This can be realised by having an effective assessment tool for allocating cases and developing standardized training curriculum for community probation volunteers on children's matters.

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- d) Strengthen and monitor the application of Throughcare Guidelines and follow-up of the children to adulthood. The Throughcare Guidelines should epitomise the role of volunteer probation officers.
  - e) Review training curriculum for children's rehabilitation facilities and borstal institutions in conformity with new laws, for instance, the Children's Act, 2022. Training of volunteers ought to cover cognitive behaviour, basic counselling packages for the children, and when to transfer cases to the experts.
  - f) Enhance community and institutional understanding of Volunteer Probation Officers System. There is need for more exposure of the employees of other justice system agencies on their supportive role.

### ***Employment Support for Offenders***

The recommendations herein are geared toward enhancing employment support for young offenders aged above 18. For the children, the immediate action should be oriented towards school completion, likely to happen around or between 18 and 24 years. After that, measures of employment post-offending or as young offenders can be entrenched.

- a) Establish a programme to support and employ young offenders released from rehabilitation schools, borstal institutions or probation hostels. The programme, aimed at reducing or preventing recidivism, requires the involvement of the private sector, CSOs and other players for employment creation.
- b) Sensitise the private sector, CSOs and NGOs on employment partnership. Further, the justice actors should sensitize the community to offer young offenders employment in their localities.
- c) Develop and implement measures to ensure children or young offenders who have been in conflict with the law get a clearance certificate once adequately rehabilitated and reintegrated. In the Kenyan context, the Directorate of Criminal Investigations should spearhead this initiative.
- d) Develop an engagement framework with the business community on employment support embedding incentives to the cooperating institutions. The business community is critical to supporting young offenders to undergo rehabilitation through mentorship, skills development, and apprenticeship in readiness for the job market. The business community can collaborate with the agencies to ensure children undertake on-site vocational training relevant to the current job market.

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