Joint Position Paper
EU Strategy on the rights of the child (2021-2024)

The European Forum for Restorative Justice (EFRJ)¹ and Terre des hommes in Europe (Tdh)² would like to draw the attention of the European Commission (EC) to the importance of a restorative approach in all matters that involve children, and in particular call on the EC to develop a EU Child Rights Strategy that includes the principles of a restorative child-friendly justice.

Restorative Justice

"Any process whereby the victim and the offender are enabled, if they freely consent, to participate actively in the resolution of matters arising from the criminal offence through the help of an impartial third party." (EU Victims’ Rights Directive, Directive 2012/29/EU)

Restorative Justice is an evolving approach oriented towards repairing, as far as possible, the harm caused by crime or other transgressions. Active participation by the victim, the offender and possibly other parties (the community) is a core element of restorative justice, with voluntary participation based on informed consent. Restorative justice practices such as victim-offender mediation, conferencing and circles are used in Europe and beyond to bring together people who experience harm in society, the justice system, organisations, schools or families. Involved parties engage in a respectful, facilitated dialogue over specific questions, mostly about the harm, responsibility and restoration.

In 2002, the United Nations adopted the Basic Principles on the use of restorative justice programmes in criminal matters and in 2006 the Handbook on Restorative Justice Programmes was published. Since then, the field of restorative justice has gone through a significant development to enhance the rule of law and access of justice. In the last few years, in fact, significant progress has been made in the provision of restorative justice by international and European instruments, of particular relevance, also related to children and young people:

— The EU Victims’ Rights Directive 2012/29/EU has provided restorative justice in Europe with a more solid position and a clear victim orientation. Most recently (June 2020), the European Commission adopted its first-ever EU Strategy on victims’ rights (2020 - 2025) that recognises the role of restorative justice to achieve the first objective of the Strategy itself, namely empowering victims of crime.

— The Council of Europe Recommendation CM/Rec(2018)8 concerning restorative justice in criminal matters, adopted on 3 October 2018, reflects new developments and a broader concept of restorative justice approaches. Importantly, it states that “restorative justice should be a generally available service. The type, seriousness or geographical location of the offence should not, in themselves, and in the absence of other considerations, preclude restorative justice from being offered to victims and offenders” (rule 18). As asserted also by the Council of Europe (CoE) Recommendation, no

¹ The European Forum for Restorative Justice (EFRJ) is the leading European network for supporting the development of restorative justice in Europe. Founded in 2000 at the KU Leuven Institute of Criminology, the EFRJ is a membership organization that currently comprises around 500 members (either individual or organisational), from Europe and beyond.

² Terre des hommes (Tdh) is the leading Swiss organisation for children's aid. Since 1960, Tdh has helped build a better future for vulnerable children and their communities, making an impact with innovative and sustainable solutions. Active in around 40 countries, Tdh works with its own teams and/or local and international partners to develop and implement field projects which significantly improved the daily lives of over four million children and members of their communities in 2019, in the domains of health, protection and emergency relief.
offences are considered unsuitable. The key criterion is the willingness of the perpetrator and victim to meet or communicate in some other way and the obligation of the professionals to ensure that the process is safe for all parties.

In May 2020, the United Nations Office on Drugs and Crime (UNODC) released the Second Edition of the *Handbook on Restorative Justice Programmes*. It integrates the developments in the field and in particular the potentials of restorative justice in dealing with serious crimes, while also strongly emphasising and encouraging the use of restorative justice with child victims.

Research on restorative justice shows considerable evidence about its effectiveness for victims, offenders and communities. Research findings tell us that victims and offenders have a much more satisfactory experience of justice than with the formal, traditional process. Restorative justice processes empower victims and offenders by engaging their participation. Studies consistently state that restorative processes improve closure and healing for victims and achieve at least 85% satisfaction among victims, reducing their fear of further harm and reducing post-traumatic stress symptoms. Research furthermore confirms that restorative justice stimulates desistance from offending, decreases recidivism of offenders and increases offender compliance with restitution when compared to other traditional criminal justice processes.

Restorative justice approaches are developed taking into consideration the specific needs and capabilities of the parties involved. During the preparation phase, well-trained facilitators identify needs, risks and expectations and support the parties in deciding how they would like to participate or not to participate in a restorative justice process. This applies also, and even more so, when children are involved: their voice and needs are taken into account to guarantee their best interests, with the aim to better support, protect and empower them.

**Restorative Justice in the EU Child Rights Strategy 2021-2024**

Restorative justice approaches with children are applicable in various settings, including family, schools, and the criminal justice system. Restorative justice is particularly valuable to protect vulnerable children, empower children in identifying and managing emotions to prevent (and/or respond to) conflict and violence, give them a safe space to express themselves and to be heard when dealing with matters relevant to them.

In line with the overall purpose of the EU Child Rights Strategy 2021-2024 to provide a comprehensive framework for all EU actions contributing to enhance the protection of children’s rights, the EFRJ and Tdh call on the EC to include restorative justice and support the implementation of restorative justice practices, specifically in the area of promotion of a restorative child-friendly justice and restorative justice for the prevention of violence in school settings.

**Promotion of restorative child-friendly justice**

Restorative justice looks at children as first and foremost children. Using the words of Věra Jourová, European Commissioner for Justice, Consumers and Gender Equality in the foreword of the *Practical Guide on Implementing Restorative Justice with children*: “Children in the justice system, whether they are victims or offenders, are children first and foremost. And they should be treated like children; that is why they enjoy

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2 Idem
special rights in the EU. It is our duty to support children in such traumatic experiences and we have relevant legislation to do so”. 5

While not explicitly mentioned in the CoE Guidelines on Child-friendly Justice, the concept of a child-friendly justice as a justice guided by the “principles of participation, adherence to the best interests of the child, dignity, protection from discrimination, and rule of law”, that treats children with dignity, respect, care and fairness, perfectly reflects the principles of restorative justice. A restorative child-friendly approach creates a safe space for both child victims and child offenders, proposing balanced, tailor-made, creative and flexible communication processes, and giving attention to specific needs for protection and support. Thanks to its core principles, such as voluntary participation, inclusion and empowerment, restorative justice practices guarantee that each intervention and each response focuses on the characteristics, individual needs and strengths of children, that is required for a process to be child-friendly.

In all cases involving children in the restorative process, adequate preparation, support, process facilitation and follow-up are needed. Restorative justice must be conceived and implemented based on specific needs and rights of children, for example by using creative child-friendly communication tools to encourage children to share their feelings and stories, by including adults to give their support and by considering power-imbalance and other dynamics to prevent further victimisation. The most important phase is the preparation, where trained mediators or facilitators must identify the needs of the child, evaluate their motivations and their development, and assess their suitability to engage in a restorative justice encounter. This is crucial also to take into consideration the full personal story of each individual child, as children who caused harm often have been victims themselves of previous harms. All these principles at the basis of an effective restorative justice practice greatly benefit from the joint effort of a multi-disciplinary team of professionals that works together: all professionals working with children (not only restorative justice practitioners) must be united in working in the best interest of a child, which makes the experience of justice more relevant and adequate to the child’s needs.

To fully implement the dynamics of a restorative child-friendly justice, it is crucial also to work on the promotion of a restorative culture (with language, attitudes, etc.) in educational and family settings, where children and their caregivers can adopt on a daily basis soft-skills in dealing with conflicts. Restorative justice should be the preferred way to deal with peer violence or conflicts between children. Also, a restorative culture is to be encouraged among professionals working with children: to ensure proper teamwork in the best interests of a child, professionals should be trained also in working restoratively with each other (e.g. through practices for active listening, encouraging responsibility, feeling empathy, trust building).

Restorative justice for the prevention of violence in school settings

Restorative justice is valuable to prevent violence and harm and its practices can be learnt at an early age. Schools are an important environment in which to promote restorative justice practices as an educational tool to learn about emotions (e.g. anger, fear, shame and anxiety raising from a conflict), to express thoughts and feelings, to care of relationships and to learn about ways to address and respond to conflict and harm. Clearly, in this way, restorative justice acts as an instrument to prevent children and young people from entering into conflicts and maybe harming other people and, as a consequence, being confronted with the formal justice system.

In schools, it is important that staff, children and adolescents (as well as their parents) learn to think of conflict as an opportunity for learning and for change and not only as a threat. It is important that they build relations

based on mutual trust and empathy, rather than fear and punishment. This suggests an overall change of the school culture from a punitive and conservative approach to a restorative and innovative one. In this line, restorative justice serves not only to prevent violence but also to solve existing conflicts.

Schools adopting a restorative culture will engage the whole school community, beginning with the senior leadership team and the administration who will set the tone and be the models of best practice with their staff team, with families and with the students themselves. This will teach children to become responsible citizens who can make a change in our societies by spreading values such as connectedness, solidarity, responsibility, inclusion, core in restorative justice and restorative practice.

**Key recommendations**

The 2021-2024 EU Child Rights Strategy should call on the European Commission and the Member States to pursue the following priorities in terms of Restorative Justice with Children:

1. **A secured framework for child-friendly restorative justice**

   European and national legislations need to secure available restorative justice programmes for children, while providing for the necessary human and financial resources. The use of restorative justice has proven to be cost effective when it is used as a diversionary measure or later when it results in less recidivism and in the use of alternatives for detention:

   1a. Advocate for and encourage policy makers to **implement a statutory basis and national legislation on restorative justice for children**.

   1b. Encourage States to enhance child justice by developing **long term and sustainable strategies and action plans** which include quality child-friendly restorative justice programmes.

   1c. Allocate adequate human and financial resources to guarantee **well-resourced child-friendly restorative justice programmes** and approaches.

2. **Availability and accessibility of restorative justice for children**

   It is very important to be able to offer restorative justice to children, to inform them about the existence of these services and to give them the opportunity to freely choose to participate or not, within and beyond criminal procedures, taking into account their evolving capacities and needs:

   2a. Strongly **encourage the use of restorative justice and guarantee the wide availability of restorative justice mechanisms for child victims and offenders**.

   2b. Ensure the **accessibility and availability of restorative justice programmes at all stages** of criminal justice proceedings including diversion and after care.

   2c. For child suspects or accused of crime, ensure that **restorative justice responses are accessible and available as diversionary measures and as alternatives to detention**, in line with the recommendations of the UN Global Study on Children Deprived of Liberty.
### 3. Inclusive and meaningful restorative justice practices for children

Child-sensitive and child-friendly restorative justice services and practices contribute to provide a safe space for children to express themselves and to be treated in full guarantee of the best interests of the child:

**3a.** Guarantee **safe and high-quality restorative justice practices with children**, in full compliance with procedural safeguards and international and European child rights standards.

**3b.** Invest in the development and implementation of **child-centred individual multidisciplinary needs’ assessment’s tools and procedures** (art.7 Directive 2016/800/EU and art. 22 Directive 2012/29/EU) that focus on risks and individual needs of the child, with the aim to identify specific protection and support measures, including the eligibility for restorative justice processes and the offer of a restorative justice option.

**3c.** Collect data and document promising practices on child-friendly restorative justice developed locally, so that lessons can be shared, programmes assessed and a better insight into specific categories of vulnerable children can be gathered, in order to design restorative justice processes that are inclusive and meaningfully participatory.

### 4. Meaningful participation of children in restorative justice

Restorative justice programmes should be adapted to the specific needs of children in order to give them the opportunity to actively participate in justice- and safety-related issues which are important to them:

**4a.** Guarantee a **meaningful participation of the children involved in restorative justice**, in multiple, creative ways adapted to their level of development and their specific individual needs.

**4b.** Provide **effective, accessible and quality mechanisms and tools to empower children**, family members, educators and other staff members in using conflicts as an opportunity for change and for learning.

**4c.** Ensure that restorative justice involving children guarantee **equal and inclusive participation of children**, taking into their account their characteristics, including their vulnerabilities, gender, age, sexual orientation, religion, among others.

### 5. Reinforcing the capacities of professionals working in restorative justice with children

Restorative justice professionals and others working with children should receive the adequate training and specialisation to work with this specific group, in order to better assess and understand children’s needs, motivations and strengths:

**5a.** Ensure that child victims, child witnesses, child suspects and/or accused of crime involved in restorative justice are in **contact with professionals with the adequate level of specialisation** to work in youth justice and restorative justice.
5b. Provide continuous and specialised training programmes for professionals (including restorative justice practitioners) working with children, among others on children’s rights, child justice, child psychology, child-friendly communication.

5c. Create multi-disciplinary teams at national (central) as well as at regional and local level, putting together and facilitating cooperation among professionals that can cooperate on specific cases for the best interests of each child.

6. Promoting a restorative culture for children

Restorative justice practices are helpful to strengthen relationships, preventing violence to occur and also educating citizens, including young people, in soft skills for responding to conflict (e.g. nonviolent communication, active listening):

6a. Promote a restorative culture in all settings where conflict may arise and children may be present, such as families and schools.

6b. Raise awareness among child justice actors and community members on the benefits of restorative justice for children.

References from the international and European framework on restorative justice with children

Legal standards, both national and international, provide children with the appropriate rights and safeguards when accessing justice. A child-friendly approach is promoted to various extents in international human rights instruments issued by the United Nations and by regional bodies such as the Council of Europe and the European Commission in the form of conventions, directives and recommendations.

European Union


The Victims’ Directive is the most important supranational instrument on the regulation of restorative justice in the EU due to its binding status. Under the Victims’ Directive, children are always considered as vulnerable victims, especially those suffering from secondary and repeated victimisation, of intimidation and of retaliation. As such, they should benefit from the specific protection, advocacy and specific services reserved for children as direct or indirect victims (see Recital. 23, 24, 38, 57), and shall be subject to individual assessment.

Directive 2016/800/EU on procedural safeguards for children who are suspects or accused persons in criminal proceedings (2016)

The Directive 2016/800/EU provides a number of procedural safeguards for children who are suspected or accused of having committed a criminal offence. The use of non-custodial measures, alternative to detention, is encouraged and provided for. The explicit reference to restorative justice among these measures is missing, but the article about training (20) provides that "Member States shall encourage initiatives enabling those
providing children with support and restorative justice services to receive adequate training to a level appropriate to their contact with children and observe professional standards to ensure such services are provided in an impartial, respectful and professional manner”.

United Nations
The United Nations Convention on the rights of the child (CRC) does not explicitly mention restorative justice. However, the protection and participation rights clearly support restorative processes for children – whether they are offenders, victims or witnesses – and the articles in the CRC that specifically relate to child suspects and accused (referred to as child justice) and to victims, can be viewed also as strong support for restorative approaches. Articles 37, 39 and 40 of the CRC are relevant for restorative justice.

Art. 39 provides for the duty of States Parties to take all the appropriate measures to “promote the physical and psychological recovery and social reintegration of a child victim”. Restorative justice provides a safe space promoting dignity, self-respect and empowerment with the final goal to support the full recovery, as far as possible, from the injustice and harm experienced. This is important for both victims and offenders, as restorative justice calls for a balanced approach to justice, where all parties are given the opportunity to actively participate in their justice process. This is particularly relevant, as in many criminal justice cases, the child who caused the harm has been the victim of previous harms him/herself: restorative justice takes in fact into consideration the full personal story of each individual, their characteristics and their needs on an individual basis, not only focusing on the specific harmful act and going beyond the conceptually artificial identities created by being a “victim” or an "offender".6

Art. 37 and 40 are the essence of child justice and fair trial’s rights and implicitly emphasise the need for restorative measures, whereas that approach is in line with the leading principles of child justice. In cases involving children, it is also crucial to keep in mind the evolving capacities in the child’s development as well as the community of care of the child (e.g. parents, teachers, etc.).

Based on the CRC child rights and safeguards, any restorative justice programme that involves children must demonstrate that it is designed and delivered in the best interests of the child (art. 3 CRC), that it facilitates the right of the child to be heard (art. 12 CRC) and that it takes all necessary steps to protect the child from harm (art. 19 CRC). This means that the safety of children and young people engaged in restorative processes must be at the core of all programmes.

The General Comment No. 24 (2019) on children’s rights in the child justice system, replacing General Comment No. 10 (2007) on Children’s rights in juvenile justice puts instead an explicit emphasis on restorative justice, as a possible measure of diversion or of alternative to detention but also as a general principle that should guide the pursuit of the best interests of the child in the administration of justice (12).

Vienna Guidelines for Action on Children in the Criminal Justice System (1997)
Restorative justice explicitly appears in article 15 that states that: "Appropriate steps should be taken to make available throughout the State a broad range of alternative and educative measures at the pre-arrest, pre-trial, trial and post-trial stages [...]. Whenever appropriate, mechanisms for the informal resolution of disputes in

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6 Some criminological literature points out this somehow artificial and over-simplified classification – particularly with children – that also contributes to fuel stereotypes about how a victim or an offender should typically look like or what their needs should typically be. Among others, Goldson, B. and Muncie, J. (2012). Towards a global ‘child friendly’ juvenile justice?, International Journal of Law, Crime and Justice 40. 47 e 64.
cases involving a child offender should be utilized, including mediation and restorative justice practices, particularly processes involving victims”.

**UN Guidelines on Justice in Matters involving Child Victims and Witnesses of Crime (2005)**

These Guidelines recognise the vulnerability of children who are victims and/or witnesses of a crime and are exposed to a significant risk of second victimisation as a result of their participation in the criminal proceedings and encourage the use of ‘informal and community practices, such as restorative justice’ (art. 36).


This Model Law and Commentary were drafted by UNODC in cooperation with UNICEF and the International Bureau for Children’s Rights, with the aim to provide guidance to States in the adaptation of the Guidelines on Justice in Matters involving Child Victims and Witnesses of Crime adopted in 2005 by the UN Economic and Social Council. This is a tool meant to assist States in adopting new legislations concerning the protection and assistance for child victims and witnesses in justice processes. A great emphasis is made on restorative justice measures, to be made available for children, without undermining the special attention and protection that child victims need to avoid a secondary victimisation.


This Model Law and Commentary were drafted with the aim to provide guidance to States in the process of child justice reform and to assist them in drafting new legislation. It includes all main principles of child-friendly justice and safeguards for children involved in criminal proceedings as suspects and accused. It covers all the phases of a proceeding. In doing so, the Model Law emphasises the principle that deprivation of liberty should be a measure of last resort. It draws the attention on measures that are alternative to custody, including restorative justice – recognised by this Model as crucial to keep children away from the formal justice system.

**Office of the Special Representative of the Secretary General on Violence against children: Promoting restorative justice for children (2016)**

This report is the result of a revision of various models, legislations and experiences of restorative justice from across the globe. It examines the role that restorative justice programmes have in the resolution of conflicts that see children involved as victims, witnesses and offenders. Of particular relevance is that it collects practices that apply not only to the justice context but also to school, residential care, social welfare settings and the community. It is worth mentioning how restorative justice is considered as “not necessarily an alternative to the criminal justice system. It can also be, where appropriate, a supplement to this system. […] In their most developed form, restorative justice programmes for children represent a truly holistic approach. Based on the best interests of the child, they go beyond the criminal justice system to include the provision of necessary services and support, including access to education and health services, psycho-social support, vocational training and the provision of alternative activities and interests to avoid children falling back into previous behavioural patterns and engaging in risky behaviour with peers. Holistic restorative justice for children is therefore based on a multi-sectoral approach involving effective communication and coordination among different service providers and different sectors” (p.3).

**UN Global Study on Children Deprived of Liberty (2019)**

The UN Global Study, published on occasion of the 30th anniversary of the CRC (November 2019), in its unique effort to address the current realities of children deprived of their liberty in several settings (including in the
administration of justice) puts a great deal of emphasis on restorative justice approaches. An overview of the benefits of restorative justice with children in conflict with the law is presented, with examples of promising practices from across the globe, and the wide availability of restorative justice mechanisms is recommended.

**UNODC Handbook on Restorative Justice Programmes (2020)**

The newly released UNODC Handbook refers to child offenders and child victims in several chapters. Among others, Chapter 6 states: “Restorative justice may also be an appropriate response in cases where children are victims of violence. Restorative justice can offer an environment where child victims, with the support of family, friends or a support person/advocate, can participate in a process that meets their varying needs, be accommodated in terms of their coping capacity and level of development and avoid further trauma for children through exposure to a difficult and unfriendly adversarial justice processes that may otherwise occur. The successes of such an approach, from a child’s rights and needs perspective, depends on the extent to which the child is participating voluntarily, is adequately prepared and is supported along the way.”

**Council of Europe**

**Council of Europe Guidelines on child-friendly justice (2010)**

While not explicitly mentioned in the CoE Guidelines on Child-friendly Justice, the concept of child-friendly justice very much reflects the principles behind restorative justice processes. Furthermore, as stated in the explanatory memorandum of the CoE Guidelines: "Guidelines 24 to 26 recall that in several member states attention has been focused on the settlement of conflicts outside courts, inter alia by family mediation, diversion and restorative justice. This is a positive development and member states are encouraged to ensure that children can benefit from these procedures, providing that they are not used as an obstacle to the child’s access to justice” (81).

Restorative Justice with children is also encouraged by other CoE Recommendations, such as:


— Council of Europe Recommendation (2008)11 on the Rules for Juvenile Offenders subject to sanctions or measures.
References from recent and current research initiatives and projects on restorative justice with children

In the field of restorative justice with children, Tali Gal’s research is a crucial reference as she – for the first time – developed a needs-rights model of restorative justice which takes into consideration the complex and evolving needs of children as well as the rights provided in international standards. 7

Below, we list a series of other projects relevant for this field:

**European model for restorative justice with juveniles (2014)**

A European model for restorative juvenile justice was created based on studies of promising restorative justice practices in Belgium, Northern Ireland and Finland. The project emphasised the benefits of a restorative justice approach when working with children and young people.

**Implementing restorative justice with child victims (2016-2018)**

The International Juvenile Justice Observatory coordinated a project for implementing restorative justice with children and youth. The project focused on 6 countries, three with more advanced restorative justice programmes (Finland, Northern Ireland, Belgium) and three learning ones (Latvia, France, Bulgaria). As one of the main outputs a Practical Guide on how to Implement Restorative Justice for Children has been developed.

**AWAY: Alternative ways to address youth (2017-2019)**

Terre des hommes in Europe coordinated a EU-funded project on promoting diversion and child-friendly justice, with a focus on restorative justice in Romania, Belgium, Bulgaria, Croatia and Hungary. A video on how restorative justice and mediation are used in Belgium, as diversion measures for child suspected/accused of an offence, was realised by one of the partners, Defence for Children International Belgium.

**Civil society in action to build restorative approaches and practices for children and youth in conflict or contact with the law (2018)**

Led by Terre des hommes in Albania, in partnership with AFCR (Albanian Foundation for Conflict Resolution of Disputes) and Terre des hommes Europe, the aim of this EU-funded project was to promote an adequate justice system for children, promoting alternative justice approaches such as restorative justice. The project focused on the work of justice agencies and civil society organisations delivering training on restorative justice.

**i-RESTORE: Protecting child victims through restorative justice (2019-2021)**

Led by Terre des hommes in Europe, in partnership with the EFRJ and Restorative Justice Nederland (RJN), this EU-funded project focuses on restorative justice with child victims. The project offers opportunities for professionals working with children to learn about restorative justice and to ensure that restorative justice fully respects child victims’ rights. Throughout its activities, the project will also aim at ensuring meaningful child participation. It is implemented in Albania, Greece and Romania, with expertise from Belgium and The Netherlands.

**FOCUS on my needs: Working together for children in criminal proceedings (2020-2022)**

Led by Terre des hommes in Europe, this EU-funded project aims at building the capacities of professionals to work in a multidisciplinary way on individual assessments of children involved in criminal proceedings (victims and offenders), while allowing children to benefit from all available support services, including restorative

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justice. The project is implemented in Bulgaria, Greece, Romania, Serbia and The Netherlands, in partnership with Child Circle, Defence for Children Nederland-ECPAT, Child Rights Centre and SAPI.

World Congress on Juvenile Justice (2015)

Recognizing that juvenile justice is an aspect of children’s rights that has not received the international attention it deserves, the 2015 World Congress on Juvenile Justice organised in Geneva by Terre des hommes Foundation produced a final declaration aimed at promoting the principles of child-friendly justice and restorative justice.

Leuven & Budapest, 4 August 2020

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