

What do I need to know about representing children?

A guide to representing children facing criminal charges

“What does ‘charge dismissed’ mean, Miss? Am I still on curfew?”



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I. Introduction: Why do I need to read this paper?

Reason 1: Because it's more different than you think.

1. There is sometimes a view among practitioners that Children's Court practice is 'Local Court lite', because the perceived stakes appear lower due to the lesser likelihood of custody. For a busy practitioner, it may be tempting to try to just 'get by' with your Local Court knowledge, rather than find yet more time you don't have to engage with the fundamental differences between the Local and Children's Courts. This is a mistake.
2. The extent of the difference between the law and procedure applying to children, and those applying to adults, surprises many practitioners. While most are aware that broadly similar penalties have different names for children, far fewer fully appreciate that key aspects of criminal procedure and evidence law also diverge in important ways.
3. Without understanding these differences, practitioners risk embarrassing themselves, missing available defences or evidentiary objections, asking for inappropriate penalties, and most importantly, acquiescing or advocating for poor outcomes for children that can harm them long after their criminal matter concludes.

Reason 2: Because it really, really matters.

4. The conduct of a Children's Court matter can have an impact on a child or young person¹ that persists over their lifetime. A large body of research has shown that children who have contact with the criminal justice system early are at risk of maintaining that contact long-term.² Because there is a tendency within our criminal justice system to scale up penalties as a person's offending continues, children who start building their criminal histories early are positioned for adult custody later on.
5. Children are poor at consequential thinking; this brain function does not finish developing until the mid-20s. This exposes them to a greater risk of breaching conditional liberty such as bail and good behaviour bonds. Time also feels longer

¹ Referred to in this paper as 'child/children'.

² See, for example, Council of Attorneys-General Age of Criminal Responsibility Working Group, DRAFT Final Report (2020), 72. Also see C Meurk, M Steele, L Yap, J Jones, E Heffernan, and S, Davison, Changing direction: mental health needs of justice-involved young people in Australia (Kirby Institute research, 2019) and Sentencing Advisory Council, 'Crossover kids': vulnerable children in the youth justice system (Reports 2 and 3, Sentencing Advisory Council, Melbourne, 2020).

for children than for adults, so a 6-month bond for a child is a lengthy bond, even though a 6-month community correctional order is not.³

6. Children are routinely forced to choose between pleading guilty to offences for which they have strong defences available, or remaining in custody for offences that would ultimately not attract a custodial sentence. More than any other group, children are vulnerable to being ‘defeated by the bail system’; that is to say, if they plead not guilty, they are vulnerable to being remanded in custody for offences for which a control order is not a realistic possibility. The high rate of juveniles on remand has been a consistent concern for practitioners and policy makers for over a decade.
7. This paper discusses some of the causes of, and strategies for responding to, the persistent problem of juvenile remand. These strategies have remained consistent since the first edition of this paper. Unfortunately, the only legislative amendment made to the bail framework as it applies to children in this period (being section 22C of the *Bail Act*) has increased, rather than decreased, the juvenile remand population.

Reason 3: Because this paper can help you make sense of things faster.

8. This paper outlines the fundamental ways in which representing children charges with crimes differs from representing adults, and provides guidance for practitioners in how to approach representing children. It is not intended to cover in detail each topic practitioners should know, instead, it serves as a roadmap to highlight key issues, flag areas requiring careful attention, and offer practical advice.
9. For more detail on specific areas mentioned in this paper, we recommend reviewing the ‘Children’s Court’ page of the website criminalcpd.net.au, as it houses specific papers on various topics. We are also happy to be contacted about any of the issues in this paper at caitlin.akthar@forbeschambers.com.au and ruth.carty@legallaid.nsw.gov.au.

³ For more on this, see Arain M, Haque M, Johal L, Mathur P, Nel W, Rais A, Sandhu R, Sharma S. Maturation of the adolescent brain. *Neuropsychiatr Dis Treat*. 2013;9:449-61. doi: 10.2147/NDT.S39776. Epub 2013 Apr 3. PMID: 23579318; PMCID: PMC3621648. (<https://pmc.ncbi.nlm.nih.gov/articles/PMC3621648/>); Bruss FT, Rüschenhoff L. On the perception of time. *Gerontology*. 2010;56(4):361-70. doi: 10.1159/000272315. Epub 2009 Dec 29. PMID: 20051665. (<https://pubmed.ncbi.nlm.nih.gov/20051665/>)

II. What does the Children's Court look like?

10. In NSW there are two types of Children's Courts: specialist Children's Courts, which operate in many areas across the state; and Local Courts that sit as Children's Courts on an ad-hoc basis when there is a child defendant in the list.

Specialist Children's Courts

11. Specialist Children's Courts feature specialist Children's Court Judges who sit full-time in Children's Courts (with limited exceptions). These courts do not come within the remit of the Chief Judge of the Local Court, but rather the President of the Children's Court, who is a District Court judge (currently Judge Ellen Skinner). Most of metropolitan Sydney is covered by specialist Children's Courts, with court complexes in Parramatta and Surry Hills drawing from a large catchment area. There are also permanent specialist Children's Courts in Campbelltown and Broadmeadow.
12. Outside the Sydney metropolitan area, some specialist Children's Courts operate via a circuit arrangement, where the judge divides their time between several courts covering a particular area of the state. You can consult the Children's Court website at <https://childrenscourt.nsw.gov.au/listings/general-court-listings.html> to work out when and where the specialist Children's Court is sitting in your area.

Local Courts as Children's Courts

13. The Local Court sits as a Children's Court in regional areas that are not serviced by a specialist Children's Court. It may also sit as a Children's Court in regional areas serviced by a specialist Children's Court when there are urgent⁴ Children's Court matters listed on non-Children's Court sitting days. Where a Local Court is required to sit as a Children's Court, the matters are sometimes done at a particular time convenient to the court (for example, following the morning tea adjournment).
14. Children's Court matters are heard in closed court. If you have a Children's Court matter in a regular Local Court list, and are not sure what the procedure at that particular court is, you might mention the matter in the absence of your client, using their initials only, and let the court know you are ready to deal with the matter at a convenient time when the court can be closed.

⁴ E.g. Urgent release applications.

III. How should I behave in the Children's Court?

15. There are two very important differences when appearing in the Children's Court compared to the Local Court. The first is that *all practitioners appearing at the bar table remain seated at all times* when the Judge is on the bench. This includes speaking and adducing evidence. Don't stand – you will look out of place and can make you appear aggressive in the Children's Court context.
16. The second key difference is that only *one defendant at a time is allowed in court*, unless they are co-accused.⁵ This is because proceedings are held *in camera*, meaning the general public are excluded. Do not bring your client into court until you have confirmed that the court is ready to deal with their matter.
17. Many practitioners adopt a practice of referring to their clients by their first names rather than using 'Master...' or 'Miss...'. The writers adopt this approach as because it aligns with the object of the court; to minimise the intimidating nature of proceedings for children. There is also evidence to suggest that using a child's first name assists them to focus on and engage with the proceedings. Other practitioners use the term "the young person." Either is acceptable. However, terms such as 'defendant', 'accused' or 'offender' should be avoided.

⁵ *Children (Criminal Proceedings) Act 1987* (NSW), section 10.

IV. Are my duties different when acting for a child?

‘But their Mum said...’

18. You act as a direct representative and take your instructions from your client, and no-one else. Privilege applies. You do not take instructions from a parent, a legal guardian, a funder, or anyone else.
19. There is no requirement to have an adult or support person present when conferencing your client. It is your client's choice whether to allow their parents or carers in. One suggested way to approach this is to advise caregivers that you must speak with the child alone first, and then you may be able to bring the caregiver into the conference after this. Once speaking with your client in private, you can advise them about privilege in an age-appropriate way, and seek their informed instructions about whether to have caregivers join them in the conference.
20. With the best of intentions, caregivers are often advocates of ‘owning up’ and pleading guilty, and of telling you about all of the child's challenging behaviours. The presence of caregivers can easily influence or overawe children and can make it difficult to build rapport and ensure you are receiving the best quality instructions. It can also make the process of ensuring the child understands your advice more difficult, as a caregiver's natural inclination is often to answer questions for the child.
21. Once you have provided the necessary advice to your client, if they are confident in their instructions to you that they wish their caregiver to be present or informed about their matter, then you can invite them into the conference. Caregivers can be a valuable source of information, and an ally in getting the child to attend appointments, and other practical challenges.

‘But they're too young to decide...’

22. Regardless of age, you do not act on a ‘best interests’ basis. This means you cannot make decisions for your client, even if that decision would be in their best interests. You act on your client's instructions (in the same way you would for adult clients). This is not always easy. Provided they are fit (more on this later), the law requires you to do your best to advise your client (even if they are ten years old and have an intellectual disability) to enable them to instruct you, and to follow their instructions.

V. Is the law different for children?

23. Some of the laws that apply to children charged with criminal offences differ significantly from laws that apply to adults. While offences are largely the same (with some important exceptions for child sexual offences, that have a similar age defence),⁶ other legislation governing criminal proceedings has important differences and exceptions when a matter involves a child defendant. Still more legislation relates to child defendants only.

Child-specific legislation:

24. Legislation you should refer to and understand in its entirety is:

- a) *Children (Criminal Proceedings) Act 1987* (NSW) (**CCP Act**), and
- b) *Young Offenders Act 1997* (NSW) (**YOA**).

Legislation with important differences in its application to child defendants:

25. *Bail Act 2013* NSW (**Bail Act**):

- a) Section 16A(3): exempts children from the show cause provisions⁷
- b) Section 22C: prohibits a court from granting bail to a child in certain circumstances, setting a very high barrier to the child's release
- c) Section 28(3)(a): allows the court to grant bail on the condition that the Department of Communities and Justice (**DCJ**) Child Protection or Youth Justice find accommodation for the child.
- d) Section 74(3)(d): provides a child an additional bail application before section 74 would apply to prohibit further applications.

26. *Crimes (Sentencing Procedure) Act 1999* (NSW):

- a) Section 54B: standard non-parole periods do not apply to children
- b) Part 4, Division 2A: creates a special sentencing scheme for children convicted of murder, allowing the court to impose a provisional sentence instead of an ordinary sentence in certain circumstances.⁸

27. *Criminal Procedure Act 1986* (NSW):

- a) Section 210:
 - i. Allows a Local Court, when dealing with a child for a traffic offence, to

⁶ More detail on this defence can be found in our paper 'Sexual Offences Against Adults and Children: A New Regime', available from criminalcpd.net.au.

⁷ This also means they are exempt from mandatory electronic monitoring conditions set out in section 28B of the *Bail Act*.

⁸ This provision was introduced in 2013 but has never been utilised.

exercise the functions of the Children's Court, including using Children's Court penalties.

- ii. Prevents the Local Court from sentencing a child to a sentence of imprisonment for a traffic offence.
- b) Section 279(2A): This section does not apply to child defendants, unless the complainant is their spouse. Consequently, in domestic violence cases involving child defendants, non-spouse witnesses can object to giving evidence pursuant to section 18 of the *Evidence Act*- see Part IX below.
- c) Section 335: Penalty notices (criminal infringement notices) are not to be issued by police to children. If they are, they are not payable and if they are paid, the payer is eligible for a refund. The relevant offences are found in Schedule 4 of the *Criminal Procedure Regulation 2017* (NSW).

28. *Child Protection (Offenders Registration) Act 2000*

- a) This Act imposes a higher threshold for courts to make a *registrable person order* in cases where the offender was a child at the time of the registrable offence. Under section 3C(1)(b), a court may make a registrable person order for a child only if:
 - i. the court imposes a sentence for the registrable offence (other than a non conviction order), and
 - ii. the prosecutor requests the order, and
 - iii. the court is satisfied the order is necessary because the child poses a risk to the lives or sexual safety of one or more children, or of children generally.⁹
- b) Where a registrable person order is made in respect of a child, the child is required to report for half the duration that would apply to an adult for the same offence.¹⁰

29. *Law Enforcement (Powers and Responsibilities) Regulation 2016* (NSW)

- a) Children are 'vulnerable persons' for the purpose of Part 9 and therefore additional safeguards apply. Evidence obtained contrary to these safeguards is liable to be excluded as unlawfully or improperly obtained per s 138 of the *Evidence Act*.

⁹ *Child Protection (Offenders Registration) Act 2000, s3C(1)(b)*

¹⁰ *Child Protection (Offenders Registration) Act 2000, s14B*

VI. ‘Strictly Indictable offences’ v ‘Serious Children’s Indictable offences’

How do I know if it’s a committal matter?

30. When practicing in adult jurisdictions, a useful clue about whether a matter is strictly indictable or not is that it is marked ‘Si’ on the police facts sheet by their computer system. However, this computer system does not account for child defendants, and does not recognise the effect of the *CCP Act*.
31. The adult system of Strictly Indictable, Table 1, Table 2 and strictly summary offences does not apply to children. The Children’s Court has a system of exclusive jurisdiction to deal with all matters other than Serious Children’s Indictable offences (**SCIOs**) summarily.¹¹ SCIOs are a much smaller group of offences than offences that are Strictly Indictable for adults. They are found in section 3 of the *Children (Criminal Proceedings) Act*, and reg 4 of the *Children (Criminal Proceedings) Regulation 2016*. **Annexure 1** is a list of current SCIOs at time of publication.
32. Many Children’s Court Judges are willing to order a brief of evidence without requiring a plea for offences that would be strictly indictable if they were in the adult jurisdiction. A strong basis for seeking a brief before a plea is that section 6(a) of the *Children (Criminal Proceedings) Act 1987* requires children to have the same rights before the law as adults. Because an adult charged with the same offence would receive a brief before entering a plea, children should be afforded the same entitlement. This approach can be appropriate in cases that, although not formally Children’s Court committals, are nevertheless serious.

Committing matters that are not Serious Children’s Indictable Offences – offences other than child sex offences

33. Where a matter is not a SCIO, the prosecutor cannot simply ‘elect’ to have the matter committed to the District Court as they may with Table matters in the Local Court. Under sections 31(3) and 31(5) of the *CCP Act*, a matter can proceed as a committal only if, after all the prosecution evidence is taken, the court is of the view that the matter may not be appropriately disposed of in a summary manner. The wording of the provisions place this decision squarely with the court.

¹¹ *Children (Criminal Proceedings) Act 1987*, section 31(1).

This means the procedure for a matter that is not a SCIO to be committed to the District Court to be dealt with at law is generally:

i. If it is a **plea of not guilty**:

- the matter is run as a summary hearing in the Children's Court (or, at least, 'the evidence for the prosecution')
- the prosecutor invites the court to make the determination outlined in section 31(3)(b),
- each party makes submissions on the issue, and
- if the court is satisfied that the charge 'may not be properly disposed of in a summary manner', the court then treats the matter as a committal matter;
- if the matter is committed for trial, a trial is then held in the District Court.

ii. If it's a **plea of guilty**:

- the sentence material (including facts, record, and background report) is tendered and submissions are made
- the prosecutor invites the court to make the determination outlined in section 31(5)(c)
- each party makes submissions on the issue, and
- if the court is of the opinion that, having regard to all the evidence before it (including any background report) that 'the charge may not properly be disposed of in a summary manner', the court then treats the matter as a committal matter;
- the matter is committed for sentence to the District Court.

34. This is an onerous process, which means that the number of such matters is small compared with elections by the DPP in the Local Court. It is a process that we have found is not well understood among some prosecutors. It is important, if advised by a prosecutor that they are 'electing', to seek clarity about what they mean. Sometimes, a friendly early discussion of the matter with reference to the legislation will avoid this long process altogether.

35. It is also important to note that the court has the power to make a determination under section 31(3) (if a child pleads not guilty) or 31(5) (if a child pleads guilty) of

its own motion. It does not require the application of a prosecutor. Such orders are rare, but not unheard of.

Special rules for non-SCIO child sexual assault offences

36. Section 31AA of the *CCP Act* designates some offences that are not SCIOs as ‘child sexual assault offences.’ For these offences, while a prosecutor cannot ‘elect’ to have the matter dealt with in the District Court, they can formally apply for this to occur.¹² If such an application is made, a committal process, similar to the pre-EAGP committal process, occurs;¹³ written statements are considered by the court (rather than oral evidence); prosecution witnesses can only be directed to attend in limited circumstances; and the accused may give evidence. After this committal process occurs, the court is still required to make a determination under section 31, that the “that the charge may not properly be disposed of in a summary manner” before committing it to the District Court.

¹² *Children (Criminal Proceedings) Act 1987*, ss 31AB – 31AG.

¹³ See *Children (Criminal Proceedings) Act 1987*, Div 3AA.

VII. *Doli Incapax*

37. A child under the age of ten years cannot commit a criminal offence.¹⁴ For children aged 10 to 13, the rebuttable presumption of *doli incapax* applies. This presumption was very recently codified.

38. Under section 5(2) of the *CCP Act*, it is presumed that the child did not know their conduct was seriously wrong in a moral sense, and is therefore incapable of forming criminal intent.

39. If the child was under 14 at the time of the alleged offence, consider whether to defend the matter. Remember the following key points:

Onus and standard of proof: The prosecution bears the burden of rebutting *doli incapax*, and it is required to prove beyond reasonable doubt that the child knew their conduct was seriously wrong at the time.¹⁵

What “seriously wrong means:

- i. It is a question of fact¹⁶.
- ii. It cannot be inferred merely because the child performed the act.¹⁷
- iii. The inquiry is whether the child understood the act was seriously wrong in a moral sense, not merely naughty, mischievous, or disobedient.¹⁸

Considerations:¹⁹

When determining whether the presumption is rebutted, the court *must* consider, if known:

- i. The conduct constituting the alleged offence and the surrounding circumstances (e.g. planning, steps taken to avoid detection).²⁰

*NB: A court may find the presumption rebutted based solely on the conduct and circumstances, if these are sufficiently indicative of understanding.*²¹

- ii. The child’s intellectual and moral development and education.²²

¹⁴ *CCP Act*, s 5(1)

¹⁵ *CCP Act*, s 5(3)

¹⁶ *CCP Act*, s 5(4)(a)

¹⁷ *CCP Act*, s 5(4)(b)

¹⁸ *CCP Act*, s 5(4)(c)

¹⁹ This subsection is troubling because it appears to elevate the child’s conduct and the circumstances of the alleged offence to the same level as the child’s intellectual and moral development, education, and upbringing. This creates uncertainty and sits uneasily with Parliament’s stated intention to simply codify the common law.

²⁰ *CCP Act*, s 5(5)(a)-(b)

²¹ *CCP Act*, s 5(7)(a)

²² *CCP Act*, s 5(5)(c)

iii. The environment in which the child was raised.²³

*NB: These factors do not limit the court's ability to take other relevant considerations into account.*²⁴

*NB: Even in the absence of other evidence of intellectual or moral development, the presumption may still be rebutted if the conduct and surrounding circumstances alone meet the threshold.*²⁵

40. The fact a child has previously been dealt with via court alternatives such as cautions or youth justice conferences, is not admissible to rebut *doli incapax*.²⁶ The fact a child has previously been charged with or found guilty of an offence is not determinative. This is made clear in *RP v The Queen*. Although it is a factor the prosecution can point to in arguing that *doli incapax* is rebutted, the child's development and understanding at the time of each offence must be considered. Consider, for example, whether the offences are alike. The fact a child has pleaded guilty to or been found guilty of an offence of common assault for punching someone, for example, does not necessarily mean they understand that threatening their parent (intimidation) is criminally wrong.

41. Defence lawyers should consider *doli incapax* in all cases involving children under the age of 14, regardless of any prior offending. When reviewing a charge sheet in the Children's Court, the starting point is to check the child's age at the date of offence. You should verify the child's date of birth with the child or a carer, as a child's date of birth on a police facts sheet is not infrequently wrong.

42. The decision you assist the child to make about this matter is one which has the potential to affect the child long-term. If the child pleads guilty to an offence today, it will be important evidence for the prosecution in future allegations. That is not evidence that should be given up lightly.

43. Practitioners experienced in the Children's Court are well-acquainted with cases of children who become deeply involved in the criminal justice system at a young age. Many of these children face detention under control orders at an early age due to repeated breaches of good behaviour bonds, probation, and suspended control

²³ CCP Act, s 5(5)(d)

²⁴ CCP Act, s 5(6)

²⁵ CCP Act, s 5(7)(b)

²⁶ CCP Act, s 5(3)

orders. In many cases, the children would likely have been able to rely on *doli incapax* for many of their early offences, but a decision was made at that time to plead guilty as the penalty was unlikely to be severe and finalising the matter seemed a pragmatic and expedient solution. Early entry into conditional liberty is a risk factor for children being detained in youth justice facilities at a young age. This is due to the increased likelihood of being bail refused, and because of a perception of children ‘using up their chances’ at an early age. For these reasons we argue in favour of relying on *doli incapax* whenever you can get those instructions.

Some commentary on codification

44. The second reading speech states the bill would implement recommendations of the *doli incapax* review “in full,” which it stated, “recommended that legislation should reflect the current *doli incapax* presumption, as articulated in the High Court case of *RP*.” It is important to understand section 5 in this context as courts interpret and apply it. Practitioners should expect ongoing judicial interpretation, and it is important that early and consistent consideration is given to the correctness of this interpretation.
45. Section 5(5) sets out a non-exhaustive list of considerations the court must take into account, if the information is known to the court, when determining whether the presumption is rebutted. Section 5(7) does not elevate the child’s conduct and the circumstances of the alleged offence above evidence of the child’s intellectual and moral development, education, and upbringing. This approach would be entirely inconsistent with the common law as articulated in *RP v The Queen* and therefore with Parliament’s stated intention to codify the existing law.²⁷
46. Section 5(7) means only that it is possible for the court to find *doli incapax* rebutted based only on the conduct that constitutes the alleged offence and the circumstances surrounding the commission of the alleged offence. However, as the Court of Criminal Appeal recently observed, that was already accepted law.²⁸ Section 5 does not give primacy to those factors, and as the authorities it codified show, cases in which this evidence would actually be sufficient would be exceedingly rare.²⁹

²⁸ *BV v The King* [2025] NSWCCA 217 at [58], citing *BC v R* [2019] NSWCCA 111 (‘BC’) at [53].

²⁹ See *RP* at [9] and [12]; *BC* at [53] - [54].

viii. Section 14 applications and fitness

47. If a child has a mental health or cognitive impairment, every possible consideration should be given to applying for a section 14 order as an alternative to a criminal penalty. The principles that guide courts dealing with offences allegedly committed by children³⁰ are more conducive to a favourable assessment that a section 14 order is “more appropriate” than proceeding under the criminal law, compared to the principles that apply to adults.
48. It is often helpful to refer to section 6 of the *CCP Act* when making submissions about the appropriateness of a section 14 order. Judges who preside over Local Courts each day may not always have the Children’s Court principles at the forefront of their minds, and may therefore benefit from submissions outlining the different legislative regimes and focus of the Children’s Court jurisdiction.
49. Another important factor for practitioners to consider (particularly for very young children and/or those who have a significant mental health or cognitive impairments) is whether the child is fit. Fitness standards apply to children in the same way they apply to adults. While these children will often be legally eligible for a section 14 order, practitioners must be cautious when obtaining instructions to pursue such an application. You must ensure that your client can at least comprehend that a conditional section 14 is a discharge on condition that they follow a treatment plan, and that by asking you to apply for such an order, they are agreeing that they would comply with that plan and accept the obligation it imposes.
50. If the child does not have sufficient capacity to understand what applying for a section 14 order means, it is likely they are not fit. If the court agrees they are not fit, the only legally available options are an unconditional section 14, or a permanent stay. This is because the legislative framework outlined in the *Mental Health and Cognitive Impairment Forensic Provisions Act 2020* for persons unfit to be tried has application in the District and Supreme Courts only. There is no legislation providing guidance to courts hearing summary matters on how to approach cases where defendants are unfit. The common law does provide some guidance on fitness in summary jurisdictions.³¹

³⁰ See Appendix 2 and section 6, and especially 6(b), of the *Children (Criminal Proceedings) Act*.

³¹ Resources on fitness in summary jurisdictions are available at criminalcpd.net.au.

IX. Compellability of family members: sections 18 and 65 of the *Evidence Act*

51. Section 279 of the *Criminal Procedure Act*, which limits the ability for family members to object to giving evidence under section 18 of the *Evidence Act* in domestic violence matters, does not apply in cases where the accused is a child, except for when the witness is the child's spouse. Therefore, other family members can continue to object to give evidence under section 18 of the *Evidence Act*. This is a section that is frequently relevant in the Children's Court, because of the commonality of domestic violence charges with the child's parents as the only witnesses.

52. However, it is important to understand that if the family member objects to giving evidence, and the objection is upheld, the family member may be ruled 'unavailable' under section 65 of the *Evidence Act*. If the witness has made a statement or a DVEC, this evidence becomes potentially admissible.³² In this event, the usual challenges to the admissibility or weight to be given to untested hearsay evidence would apply.

³² Earlier versions of this paper included a survey of caselaw on this issue. This has been removed for the sake of brevity. The cases remain available upon request to the authors.

X. Exclusion of admissions

53. When considering the exclusion of admissions, the law provides additional safeguards for children that do not apply to adults.³³ When first considering a police fact sheet, it is essential to determine whether an appropriate adult was present every time the child spoke to police. Section 13 of the *CCP Act* operates to exclude anything said by an accused child to police in the absence of an appropriate adult.

54. Importantly, the evidence excluded by section 13 is broader than the definition of “admission” in the *Evidence Act*. It applies not only to formal interviews, but any “statement, confession, admission or information” provided by the child to police, whether in response to official questioning or not. Section 13 therefore extends beyond spoken words and may include non-verbal representations, such as nodding in response to a question.

55. It is essential to establish whether the Legal Aid Youth Hotline (Hotline) or Aboriginal Legal Service (**ALS**) Custody Notification Service (**CNS**) were contacted before a child was questioned, and what advice the Hotline or CNS lawyer provided. Section 7(b) of the *YOA* provides that children who are alleged to have committed an offence are entitled to be informed about their right to obtain legal advice and have an opportunity to obtain that advice. Police should facilitate this by arranging for the child to speak with either the Hotline or CNS.³⁴

56. In most defended matters in the Children’s Court involving admissions, it will be necessary to obtain the custody management record to confirm whether the child was given a genuine opportunity to obtain legal advice. Both Legal Aid and the ALS keep reliable records of calls made to their phone services, and will provide these records upon receipt of an appropriate authority from the client. This information is vital, as it may found an application to exclude admissions under sections 138 and/or 90 of the *Evidence Act*. Common examples of important information found in those records include:

- i. After speaking to the child, the lawyer advises police that the child wishes to exercise their right to silence, but shortly after, the child participates in an

³³ Resources on this topic are available at criminalcpd.net.au.

³⁴ Legal Aid Youth Hotline Protocol between NSW Police and the Legal Aid Commission of NSW, September 2004.

ERISP. This may be inadmissible on the basis police ought to have respected the child's wish to exercise their right as expressed through the lawyer.³⁵

- ii. The custody manager contacts the phone service, but provides insufficient information about the allegation to the lawyer. When the lawyer asks for more information to properly advise the child, the custody manager tells the lawyer that investigating police are not available to discuss the allegation further. The lawyer speaks to the child to reassure them, but also clearly advises police that the provided information is insufficient to properly advise the child, and police will need to call back with further information for the lawyer to advise the child adequately (this will be recorded on the call record). Police do not call back and proceed to interview the child.
- iii. Police advise the lawyer that they will deal with the child under the YOA if they admit the offence (again, this should be clear on the call record), and the child agrees to make admissions on that basis, but police then charge the child after admissions are made.

57. Sometimes, police will indicate that they asked the child whether they would like to call a lawyer and the child declined. Even in those circumstances, it may still be possible to successfully seek exclusion under sections 138 or 90 of the *Evidence Act*, particularly where the custody manager did not make sufficient effort to assist the child to understand and exercise their rights. In this scenario, it is essential to refer to the Custody Management Record. Practitioners should also take detailed instructions from their client about why they declined the offer to speak to a lawyer, and importantly, what they recall being told about their rights, and the ability to access legal advice.

³⁵ The essential case to read on this point is *R v FE* [2013] NSWSC 1692, where admissions relating to a murder were excluded after police ignored the advice of the Hotline lawyer that the young person wished to exercise their right to silence.

XI. *Young Offenders Act*

58. The YOA is a diversionary scheme designed to keep children away from the criminal justice system as much as possible. From a criminologist's point of view, the YOA is a good option because it's an evidence-based restorative justice effort. It is designed to particularly reduce the cohort of children who have their first contact with the criminal justice system when they are very young, and continue frequent contact over their lifespan, gradually leading to more serious penalties including adult imprisonment.

59. From the perspective of a criminal defence lawyer, the YOA is a good option because it is not a conviction for the purposes of a criminal record, and it does not result in conditional liberty in the way good behaviour bonds or various other Children's Court penalties do. These diversionary options should be considered as often as possible and advocated for whenever appropriate.

60. The diversionary options are:

- i. Warnings by police;³⁶
- ii. Cautions by police or court;³⁷ and
- iii. Referrals for Youth Justice Conferences (**YJCs**) by police or court.³⁸

61. YJCs should be carefully discussed with your client. The idea of a YJC is that the child and victim(s) of the offences sit down together with support people, the police Youth Liaison Officer, and a conference convenor contracted by Youth Justice. They discuss the offence, the child acknowledges their wrongdoing, usually apologises, and the group formulate an outcome plan that the child and victim agree to, in lieu of a criminal penalty.

62. While attending a YJC requires only that the child 'admit the offence' and consents to the process,³⁹ in reality the format of the conference requires a child to begin by outlining their wrongdoing in front of the victim of the offence (if they are in attendance).

³⁶ *Young Offenders Act* 1997 (NSW) ss13- 17.

³⁷ *Young Offenders Act* 1997 (NSW) ss18-33.

³⁸ *Young Offenders Act* 1997 (NSW) ss34- 59.

³⁹ *Young Offenders Act* 1997 (NSW) ss36(b) – (c).

63. This means that if your client considers themselves to be the primary victim, it is a 'plea of convenience', or there is significant dispute over the facts, a YJC may be problematic. Further, some children will not have the confidence to engage in the process and will instruct you that they would rather have a more severe penalty than face what sounds like, and can be, a confrontational process. However, for many children they are effective diversions away from the court system, and a useful alternative to a bond that might be breached.
64. The YOA diversions are not available for all offences. See section 8 of the YOA for offences eligible to be dealt with under the Act. Where a child has one or more charges that are eligible for a YJC, together with an excluded offence, it is often appropriate to seek a YJC for the eligible offences, as well as a caution under the *CCP Act* for the ineligible offence, in light of the fact the child will be doing a YJC for the offending episode in any event.
65. YJCs are not just available for low-level offences. They are available for some serious offences, including, for example, robbery. It is erroneous to view them as a 'slap on the wrist' or getting off lightly. It can be very intimidating for a child to face their victim and be required to discuss their wrongdoing among adults in a formal setting. Many judicial officers are open to the idea of utilising YJCs for a range of offences, including serious offences. After all, if YJC were not intended to be used for serious offences, they would not have been specifically made available for them.

XII. Children's Court penalties

66. As discussed above, it is beneficial to aim for the YOA diversionary orders whenever possible.
67. If YOA diversion is not appropriate, Children's Court penalties are found in section 33 of the *CCP Act*. Whenever a child is being sentenced, the principles outlined in section 6 of the *CCP Act* should be kept in mind. These principles fundamentally shift the sentencing framework for children and prioritise rehabilitation over punishment. Appendix 2 extracts this section of the Act.
68. Appendix 3 is a table that roughly equates *CCP Act* penalties with adult penalties. They are not precisely equivalent, but the table is designed to serve as a guide for where to pitch your submissions. The table includes the most common Children's Court penalties, but not all penalties available.
69. The 'imprisonment' of children in a Youth Justice centre by the Children's Court is referred to as a 'control order'. Section 33(2) of the *CCP Act* provides that 'the Children's Court shall not [sentence a child to control] unless it is satisfied that it would be wholly inappropriate to deal with the person' by an alternative penalty. This is a higher bar than the 'section 5 threshold' in the *Crimes (Sentencing Procedure) Act*. It can be useful to draw the court's attention to this when making bail applications for children.
70. Section 25(2) of the *CCP Act* prohibits a court from sentencing a child to a term of imprisonment or control unless a background report has been prepared, tendered and taken into account in the sentence proceedings. This is sometimes overlooked. No such report is required to remand children, which is by far the most common way children are detained.

XIII. Convictions

71. Understanding when a court can record a conviction against a child, and the admissibility of findings of guilt for offences committed during childhood, is essential for all criminal law practitioners, given the lifelong implications.

Section 14

72. Section 14(1) of the *CCP Act* prohibits a court from recording a conviction for a child under the age of 16 years and provides a discretion to record a conviction if the child is between 16 and 18 years. However, this section does not limit the power of a court to record a conviction if they are dealing with a child (of any age) for an indictable offence that is not disposed of summarily.⁴⁰

73. The provision does not make it explicit whether the reference to the age of the child is to their age at the date of the offence, or the date at sentence. That legal issue remains undetermined judicially,⁴¹ but there is good support for the proposition that the relevant date is the age of the child on the date of the offence. Having regard to the principles in section 6, the *CCP Act* is arguably beneficial and remedial legislation. Such laws are to be given a 'liberal' construction, and one which promotes the beneficial intent of the legislation.⁴² On this basis, the interpretation best supported by legal principle is:

- i. a court cannot convict a child who was younger than 16 years old on the date of the offence, unless that child is being dealt with at law; and
- ii. a court has a discretion to convict a child who was at least 16 years but younger than 18 years old on the date of the offence, unless that child is being dealt with according to law (i.e. not summarily).

74. In deciding whether to impose a conviction, the court does not apply the considerations relevant to declining to impose a conviction under the *Crimes (Sentencing Procedure) Act* (to do so would be an error). Instead, the court's discretion to record a conviction against children aged 16 to 18 is at large.

⁴⁰ See section 14(2) *Children (Criminal Proceedings) Act*.

⁴¹ In *R v AR* [2022] NSWCCA 5, the Court of Criminal Appeal commented at [20]: "On the hearing of the appeal, submissions were addressed to the question of whether 'the age of 16 years' referred to in s 14(1)(a) means the age of the child at the date of the offence or at the date of sentencing. It is not necessary to resolve the question... whatever event may be intended by sub-s (1)(a) as the event at which a child's age should be determined, that issue of interpretation has no bearing on the present appeal."

⁴² *New South Wales Aboriginal Land Council v Minister Administering the Crown Lands Act* [2016] HCA 50; [2016] 260 CLR 232 at [32]; *IW v City of Perth* (1997) 191 CLR 1 at 12, 39; [1997] HCA 30.

75. There are many good reasons why a court would decline to record a conviction. A child's first offence is one example, but sometimes a child who already has convictions recorded for other, more serious matters, but has shown a de-escalation in offending, might be extended leniency for longer periods of compliance or a decrease in the seriousness of offending. This reasoning accords with the principles of section 6 of the *CCP Act*. It is not uncommon for children to have committed multiple offences during childhood yet reach adulthood with no recorded convictions. This reflects an acknowledgement that, as children mature, they may make better choices and take up opportunities that remain available to them because they do not have a criminal record.

Section 15

76. Section 15 provides that a child's previous convictions are not admissible in certain circumstances. It provides:

- (1) The fact that a person has pleaded guilty to an offence in, or has been found guilty of an offence by, a court (being an offence committed when the person was a child) shall not be admitted in evidence (whether as to guilt or the imposition of any penalty) in any criminal proceedings subsequently taken against the person in respect of any other offence if—
 - (a) a conviction was not recorded against the person in respect of the first mentioned offence, and
 - (b) the person has not, within the period of 2 years prior to the commencement of proceedings for the other offence, been subject to any judgment, sentence or order of a court whereby the person has been punished for any other offence.
- (2) Subsection (1) or (3) does not apply to any criminal proceedings before the Children's Court.
- (3) The fact that a person has been dealt with by a warning, caution or youth justice conference under the *YOA* (being in respect of an alleged offence committed when the person was a child) is not to be admitted in evidence (whether as to guilt or the imposition of any penalty) in any criminal proceedings subsequently taken against the person in respect of any other offence.

Are matters on a Children's Court record admissible?

77. Offences committed by children may be inadmissible in later sentence proceedings.⁴³

When acting either for a child, or for an adult who committed offences as a child, it is essential to carefully review their record and consider the admissibility of each matter.

Practitioners should turn their mind to the following:

- i. Has there been at least two years between the last time the person was 'subject to any judgment, sentence or order of a court whereby the person has been punished for any other offence' prior to being charged with the offence that they now face sentence for?
- ii. If yes:
 - a. Are there offences on the person's record committed when they were younger than 16 years and dealt with summarily? These are not admissible on sentence.
 - b. Are there offences on the person's record committed when they were at least 16 years old but younger than 18 years, and dealt with summarily? Does the criminal history show that convictions were recorded for these?

78. As is obvious, the assessment is not always straightforward. Taking the example from *Dungay*,⁴⁴ the appellant committed at least 15 offences as a child, between the ages of 14 and 18. All were dealt with in the Children's Court. He was convicted of some offences but not others.⁴⁵ He also had a minor adult history. Because there had been a gap of more than two years since *Dungay* had completed a good behaviour bond imposed by the Local Court, and being charged with the offences for which he was sentenced in the District Court, some of the matters on his criminal history as a child were not admissible on sentence, and some were. The District Court had regard to the entirety of his record at sentence. It was an error to do so, and the applicant's appeal was upheld in the Court of Criminal Appeal.

Was the child convicted?

79. One complexity in making this assessment is that the record of a child dealt with

⁴³ An example of this error is considered in *Dungay v R* [2020] NSWCCA 209 from paragraph [86].

⁴⁴ *Dungay's* record as a child was set out at paragraphs [36] to [42] of the judgment.

⁴⁵ This was not evident on his criminal history. Determining whether he had been convicted required an examination of the court papers for those matters from the children's court.

between the ages of 16 and 18 is often silent on whether a conviction was recorded. In those cases, the conviction for an offence must be proven by the prosecutor for the offence to be admissible, because it is a matter adverse to the offender.⁴⁶ The prosecutor may do this by obtaining the papers of the earlier matters to determine whether a conviction was noted as having been recorded. There is no conclusive judicial determination on the position in respect of conviction if the record is silent. However, there is support for the proposition that in cases of silence, no conviction was recorded.⁴⁷

80. In our view, the correct position is that unless the prosecution can demonstrate a conviction was recorded, the offences are not admissible.

⁴⁶ *R v Olbrich* [1999] HCA 54; [1999] 199 CLR 270 at [27].

⁴⁷ See discussion of the meaning of 'conviction' in *R v AR* [2022] NSWCCA 5 at [21]-[27]; as well as the liberal approach to be taken to beneficial legislation: *New South Wales Aboriginal Land Council v Minister Administering the Crown Lands Act* [2016] HCA 50; [2016] 260 CLR 232 at [32]; *IW v City of Perth* (1997) 191 CLR 1 at 12, 39; [1997] HCA 30.

XIV. Bail

81. As a very broad, very general observation, children are not the most diligent observers of bail conditions. The *Bail Act* applies to both children and adults, with only minor variations or exceptions for children. The *Bail Act* does not make explicit special provision for a child's lesser ability to apply consequential reasoning. These matters are left to you as an advocate to persuade courts of, when making your application. For example, the likelihood of a custodial penalty is a relevant factor the court must take into account pursuant to section 18(1)(i) of the *Bail Act*.

82. Since the earlier editions of this paper, the law indeed has turned sharply away from tailoring the *Bail Act* to ensure children are treated no more harshly than adults. Section 22C of the *Bail Act*, inserted in 2024, prohibits a child from being granted bail where they are accused of committing a 'relevant' offence, while being on bail for a 'relevant' offence, unless the court has 'a high degree of confidence' the child will not commit a serious indictable offence⁴⁸ if granted bail. Various Supreme Court bail decisions have lamented the introduction of this section and highlighted its capacity for injustice.⁴⁹ The provision is hortatively headed 'temporary,' yet it has already been extended to twice its initial duration. The authors' hope expressed in the 3rd edition, that this edition of the paper would celebrate its repeal, must likewise be extended.

83. For these reasons, and others, it is not uncommon for children to be remanded in custody for breaches of bail, charged with offences for which it is obvious they will not ultimately receive custodial penalties. Once children are advised that a control order is unlikely, instructions to change their pleas to guilty often swiftly follow, despite defences to the charges being available. Understandably, it can be hard for children to choose the long-term benefit of being found not guilty of an offence, in the face of a way out of the cell they are sitting in.⁵⁰

84. What is the solution to this problem? Your best chance of success is trying to persuade the court to impose reasonable bail conditions. It is important to pay careful attention, and sometimes to draw the court's attention, to sections 17 and

⁴⁸ Any offence with a maximum penalty of 5 years or more; i.e., almost any offence.

⁴⁹ *R v TW* [2024] NSWSC 1504; *R v BH* [2024] NSWSC 1577; *R v RB* [2024] NSWSC 471.

⁵⁰ As at December 2025, 75% of children in custody were on remand, not serving sentences, per the Bureau of Crime Statistics and Research (BOCSAR), bocsar.nsw.gov.au.

20A of the *Bail Act*.

85. Section 17(2) of the *Bail Act* states:

...a bail concern is a concern that an accused person, if released from custody, will:

- a) fail to appear at any proceedings for the offence, or
- b) commit a serious offence, or
- c) endanger the safety of victims, individuals or the community, or
- d) interfere with witnesses or evidence.

86. Children who are charged with frequent, minor offences (such as low-level intimidation or shoplifting offences), are often caught by 17(2)(b), because of the operation of section 18(2)(c), which requires the court to take into account “the number of offences likely to be committed or for which the person has been granted bail or released on parole” when deciding whether an offence is a serious offence.

87. However, it can be argued that, in comparison to the offences contemplated by section 18(2)(a), a multiplicity of low-level offending is of lesser concern and warrants fewer bail conditions than more serious offences. It is then helpful to turn to section 20A:

20A Imposition of bail conditions

1. Bail conditions are to be imposed only if the bail authority is satisfied, after assessing bail concerns under this Division, that there are identified bail concerns.
2. A bail authority may impose a bail condition only if the bail authority is satisfied that:
 - a) the bail condition is reasonably necessary to address a bail concern, and
 - b) the bail condition is reasonable and proportionate to the offence for which bail is granted, and
 - c) the bail condition is appropriate to the bail concern in relation to which it is imposed, and
 - d) the bail condition is no more onerous than necessary to address the bail concern in relation to which it is imposed, and
 - e) it is reasonably practicable for the accused person to comply with the bail condition, and
 - f) there are reasonable grounds to believe that the condition is likely to be

complied with by the accused person (emphasis added).

88. On a close reading of section 20A, it is apparent that each of the 6 sub-sections must be met before any bail condition can be lawfully imposed. It can be useful to argue, for example by reference to section 20A(b), that it is not reasonable and proportionate to impose onerous conditions for minor offending. If the condition is not reasonable and proportionate, it is not permitted to be imposed by the Act.

89. Careful consideration of section 20A should lead to the conclusion that the following conditions are unlikely to be permitted to be imposed under the Act for minor offending:

- Obey all reasonable conditions of parents or carers.
- 6pm – 6am curfew; or spend each night at home.
- Attend school every day.
- Attend all Youth Justice or doctor's appointments.
- Non-association conditions.

90. These 'aspirational' bail conditions may reflect what police, the court, or even you, would like children to do, rather than reflecting the considerations outlined in section 20A. When you resist such conditions, or apply to vary them, you may be rebuffed with an enquiry as to why a child needs to be out late at night, or why they would find it difficult to attend school. These are not questions posed by the *Bail Act*. Equally, nothing in the *Bail Act*, or the second reading speech for the bill, contemplated children being detained in custody for not attending school.

91. In the second reading speech of the *Bail Bill 2013*, then Attorney-General Greg Smith noted:

'The Law Reform Commission noted in its report concerns expressed by many stakeholders about the increasing use of bail conditions to address issues related to the welfare of the accused rather than achieving the traditional aims of bail, such as ensuring the accused's attendance at court. The Government agrees that there needs to be appropriate guidance in the legislation regarding the permissible purposes for bail conditions and the restrictions which apply to them so that unnecessary conditions are

not imposed.'

92. Despite the stated aims of the *Bail Act*, unreasonable and disproportionate conditions continue to be imposed. However, there is scope in the current law to resist the imposition of unduly onerous bail conditions wherever possible, to try to avoid your client being defeated by 'the system' and accepting a finding of guilt that could have been avoided. We encourage you in this endeavour.

Section 28 of the *Bail Act*

93. Section 28 is intended to reduce the problem of juvenile remand. In cases where a judge is minded to grant bail, but for the fact that the child has no accommodation, the court can grant bail with a condition under section 28 that the child is not to be released until suitable accommodation is found by a 'government service.' In practice this is DCJ, through either their Child Protection or Youth Justice divisions.

94. The court may seek your input about which service is appropriate to direct the order to. If you are aware that DCJ have parental responsibility for a child, or the child is under 16 and is not currently under Youth Justice supervision, then DCJ Child Protection will generally be the appropriate service. If a child is under the supervision of Youth Justice, is over 16, or doesn't have a child protection history, Youth Justice are more likely to be the appropriate agency to locate accommodation.

95. After granting bail with this condition, the court is to re-list the matter every two days while the child remains in custody. While this occurs, the court can direct the relevant service to provide information to the court about the action being taken to secure suitable accommodation for the child.⁵¹

⁵¹ *Bail Act 2013*, s 28(5).

XV. Arrest as a last resort

96. Arrest is required to be utilised only a last resort in NSW (see for example *DPP (NSW) v Mathews-Hunter* [2014] NSWSC 843, and Jane Sanders' paper 'Police Powers of Arrest and Detention'. The principle of arrest as a last resort has even more force when combined with section 8 of the *CCP Act*, which provides that proceedings against children "should not be commenced against a child otherwise than by way of court attendance notice." It is arguable this section creates a presumption that proceedings against children, other than in situations outlined in section 8(2) of the *CCP Act*, should be commenced by way of a Future CAN (i.e. without resorting to arrest).
97. Arrest, particularly of children, should be avoided wherever possible. Research has consistently shown that putting children in custody serves no deterrent purpose, is criminogenic, and results in potentially devastating effects on them, including by aggravating pre-existing trauma and behavioural issues.⁵²
98. Where an unnecessary arrest occurs it may be ruled improper or unlawful pursuant to section 138 of the *Evidence Act*. In *Bugmy v Director of Public Prosecutions (NSW)* [2024] NSWCA 70; 113 NSWLR 567, the Court of Appeal ruled that a police officer who arrested a person for breach of bail, without considering the alternatives to arrest, had done so unlawfully. This meant Ms Bugmy was not guilty of resisting her arrest, as police were not acting in execution of their duty.
99. If you think a child has been arrested unlawfully, your client should obtain civil law advice.

A final word

100. Working in the Children's Court can be a heady mix of complex law, colourful clients, unique challenges and traumatic backstories. It is deceptive, in that fronts of sarcasm and apathy can hide vulnerability and despair. It is a jurisdiction in which it is occasionally possible to feel you may be doing something to hold back the tide of injustice, however fleetingly. It is worth doing well, and it is worth arming yourself with the necessary information to do so. We wish you the best in this endeavour.

Caitlin and Ruth

⁵² See, for example, Janet Killgallon, Youth Justice NSW, *Youth Crime, Youth Justice and Children's Courts in NSW: Early Intervention to Divert Children and Young People from the Criminal Justice System* (2023), ch 3. See also Dr Katherine McFarlane, *NSW bail laws mean well but are landing homeless kids in prison* (Report, 19 December 2016).

Appendix 1

Serious Children's Indictable Offences

Children (Criminal Proceedings) Act 1987, section 3:

- (a) homicide,
- (b) an offence punishable by imprisonment for life or for 25 years,
- (c) an offence arising under section 61J (otherwise than in circumstances referred to in subsection (2) (d) of that section) or 61K of the [Crimes Act 1900](#) (or under section 61B of that Act before the commencement of Schedule 1 (2) to the *Crimes (Amendment) Act 1989*),
- (c1) an offence under the [Firearms Act 1996](#) relating to the manufacture or sale of firearms that is punishable by imprisonment for 20 years,
- (d) the offence of attempting to commit an offence arising under section 61J (otherwise than in circumstances referred to in subsection (2) (d) of that section) or 61K of the [Crimes Act 1900](#) (or under section 61B of that Act before the commencement of Schedule 1 (2) to the *Crimes (Amendment) Act 1989*), or
- (e) an indictable offence prescribed by the [regulations](#) as a serious [children's](#) indictable offence for the purposes of this Act.

Children (Criminal Proceedings) Regulation 2021, r4:

An offence arising under section 80A of the [Crimes Act 1900](#) in which the victim of the offence was under the age of 10 years when the offence occurred is prescribed as a serious children's indictable offence.

*Appendix 2***Principles****Section 6 of the *Children (Criminal Proceedings) Act 1987*: Principles relating to exercise of functions under Act**

A person or body that has functions under this Act is to exercise those functions having regard to the following principles:

- a) that children have rights and freedoms before the law equal to those enjoyed by adults and, in particular, a right to be heard, and a right to participate, in the processes that lead to decisions that affect them,
- b) that children who commit offences bear responsibility for their actions but, because of their state of dependency and immaturity, require guidance and assistance,
- c) that it is desirable, wherever possible, to allow the education or employment of a child to proceed without interruption,
- d) that it is desirable, wherever possible, to allow a child to reside in his or her own home,
- e) that the penalty imposed on a child for an offence should be no greater than that imposed on an adult who commits an offence of the same kind,
- f) that it is desirable that children who commit offences be assisted with their reintegration into the community so as to sustain family and community ties,
- g) that it is desirable that children who commit offences accept responsibility for their actions and, wherever possible, make reparation for their actions,
- h) that, subject to the other principles described above, consideration should be given to the effect of any crime on the victim.

Appendix 3

Penalty conversion table

Local Court Penalty <i>Crimes (Sentencing Procedures) Act</i>	Equivalent <i>Children (Criminal Proceedings) Act</i>
No equivalent	Youth Justice Conference (s40(1A) <i>Young Offenders Act</i>) – (n.b. this is a diversion, not a penalty).
Section 9 Conditional Release Order	Section 33(1)(b) good behaviour bond
Section 10(1)(a) dismissal	Section 33(1)(a)(i) dismissal OR Section 31 <i>Young Offenders Act</i> caution (n.b. this is a diversion, not a penalty).
Section 10(1)(b) CRO without conviction	Section 33(1)(a)(ii) discharge with bond
Section 10A	No equivalent
Section 11	Section 33(1)(c2)
Section 8 Community Correction Order	Section 33(1)(e) probation
No equivalent (previously section 12 suspended sentence)	Section 33(1B) suspended control order
Intensive Correction Order	No equivalent
Full-time imprisonment	Section 33(g) control
Fine	Section 33(1)(c) Fine (max. 10 penalty units)

Youth Justice Conferences (YJC):

- Most matters can be referred to a YJC
- When a child completes the conference and the outcome plan agreed upon at the conference, the matter is dismissed with no conviction or further penalty: section 57(2) *Young Offenders Act*
- Matters which **cannot** be referred to conference: Intimidation or Breach AVO; drug supply (except cannabis in some circumstances); some sex matters; some traffic matters: section 8 *Young Offenders Act*

Appendix 4

Checklist for Children's Court matters**Charges****1. Check the jurisdiction is correct** by checking:

- a. Age: were they over 10 and under 18 at the time of alleged offence, and under 21 when charged?
- b. Pay careful attention if the matter is:
 - i. Marked 'Si' –this is not a committal unless Children's Serious Indictable offence– check *Children (Criminal Proceedings) Act* for details section 3 – definitions
 - ii. Traffic -
 - 1. if there are only *Road Transport Act (RTA)* offences and the child is at least 16 (for a car) or 16 and 9 months (for a motorbike): jurisdiction is Local Court.
 - 2. if there are only *RTA* offences and the child is younger than 16 (for a car) or 16 and 9 months (for a motorbike): Children's Court.
 - 3. Regardless of the age of the child, if there are *RTA* offences AND other non *RTA* offences on the same CAN: jurisdiction is Children's Court.

2. Assess the prosecution's case by checking:

- a. Age at time of offence: **if the child was under 14 *doli incapax* is an element of the offence. It is often in their interest to plead not guilty.** The police often overlook or fail to rebut *doli incapax*.
- b. Admissibility of **admissions** – as well as the usual consideration, also note:
 - i. Police cannot use anything said to them by a child suspect unless there was an adult present at the time – section 13 *Children (Criminal Proceedings) Act*
 - ii. Police must call the Youth Hotline and offer the child legal advice before questioning them. If the child tells you that they told the lawyer they didn't want to give an interview, but that after they finished the telephone call, the officer continued to question them, you can check the records of Legal Aid or the ALS to see what the lawyer said to police and recorded on the hotline advice. Possible objection sections 138 and/or 90 *Evidence Act*
- c. **Objections:** if the witnesses are close family, they can object to giving evidence, even if it is a domestic violence matter (the only exception is for a spouse in a domestic violence matter) – section 18 *Evidence Act*

- i. n.b. this is a discretionary issue for the court and the prosecution may try to admit statements or DVEC into evidence after an objection is upheld:
BO, Fletcher.

3. If a child has a mental health condition, consider a section 14 application under the *Mental Health and Cognitive Impairment Forensic Provisions Act 2020*. The assessment of whether it's 'more appropriate' to make this order is weighted more heavily in favour of a section 14 in the Children's Court.

4. If a child is pleading guilty **always consider these penalties first:**

- a. **Caution** under the *Young Offenders Act*, which only requires that the child 'admit' the offence, rather than enter a formal plea of guilty
- b. **Youth Justice Conference (except for intimidation or breach AVO)** under the *Young Offenders Act*, which only requires that the child 'admit' the offence, rather than enter a formal plea of guilty
- c. For traffic offence in the Local Court: Children's Court penalties, available under section 210 *Criminal Procedure Act 1986* (NSW).

These are penalties that do not carry any consequences by way of conviction or further penalty. The court can give an unlimited number of these penalties.

Forensic Procedure Applications

1. It is **almost always in the client's interest not to consent to the order**. The prosecution have a significant hurdle to get over in the legislation for having applications granted against children. For more information, refer to the papers on the criminalcpd.net.au website.

AVOs

- 1. It is **usually in the child's interest to consent to a 5-month interim AVO** without admissions, which is then withdrawn provided there are no breaches.⁵³ This is because the 5-month interim order is often finished before an AVO hearing date would be listed.
- 2. Legal Aid is available to children who wish to defend an AVO application. However, the practical result is that the children can spend a number of months awaiting the hearing, subject to an interim order anyway, and then if they lose the hearing, a final AVO can be made. If the AVO is against another child, a final order can have consequences for a Working with Children Check for the rest of the child's life.
- 3. It is virtually never in the child's interest to consent to a final AVO.

⁵³ See Children's Court NSW Practice Note 8, Clauses 3.6 and 3.7.