

Chapter 13:

Module 7 – Youth Justice Institutions: Introduction

	Para
Introduction..	1
History	3
Types of Training School34
Mental Health Services.39
The Prison Service40
Conclusion41
Appendix 1: Chronology	
Appendix 2: Industrial Schools, Reformatories and Penal Institutions	

Introduction

- 1 This Introduction deals with a number of different types of institution which admitted young offenders. Over the period covered by our Terms of Reference the legislation governing these institutions, the names by which different types of institution were known and the institutions themselves all changed as the systems evolved.
- 2 In Module 4 we considered Nazareth Lodge, which was an industrial school until 1950. In Module 7 we heard witnesses from St Patrick's, which was an industrial school and reformatory until 1950, when it became a training school. In the same Module we also considered Rathgael, a training school which admitted both boys and girls, a few of the witnesses having also been in Malone or Whiteabbey, Rathgael's predecessors. We also heard from applicants who had been in Lisnevin, a secure training school, and Hydebank, a young offenders' centre. In Module 10, witnesses who had been in Millisle, a borstal, gave evidence. In Module 11 we heard from applicants who had been in St Joseph's, which was the only training school specifically for girls which we considered. The purpose of this Introduction is to explain the differences between the types of institution and the way in which the system evolved.

History

- 3 In the first half of the nineteenth century there were no specialist institutions for children and young people. Young offenders were sent to prisons which were for adults, and children in need were placed in workhouses. Two Acts in the second half of the nineteenth century provided the basis for institutional care in Ireland for children and young people for nearly a hundred years, establishing the reformatories and industrial schools which were later transformed into training schools.
- 4 It was common practice to base legislation for Ireland on laws which had been passed for England and Wales. Following the Reformatory Schools (Youthful Offenders) Act passed in 1854 "for the training and reformation of older boys who had committed offences against the law" in relation to England and Wales, the Reformatory Schools (Ireland) Act was passed in 1858, with a view to keeping young offenders out of adult prisons in Ireland, though it was 1893 before it ceased to be mandatory for children to spend an initial period in prison before being moved to a reformatory.

- 5 Malone Reformatory, which was Rathgael's predecessor, was opened in 1860, and in 1872 a training ship, HMS Gibraltar, was moored in Belfast harbour.
- 6 A decade after the Reformatory Schools Act, following the Industrial Schools Act 1857 in England and Wales, the Industrial Schools (Ireland) Act 1868 provided for setting up Industrial Schools for:

“neglected, orphaned or abandoned children”, “for the rescue and care of younger boys...who were in danger of becoming delinquent”.

In part, this Act was designed to help children avoid placement in a workhouse. To be registered, each school was required to draw up rules, to be approved by the Secretary of State, concerning the governance and conduct of the school.
- 7 St Patrick's was opened as an industrial school for Roman Catholic boys in 1869, and after periods at two other sites in Belfast, it settled in Milltown in 1873, where it remained until 1957. St Joseph's was established for girls in 1881 by the Sisters of St Louis under this Act. On the same site the Sisters also ran an orphanage and a boarding school, which closed in 1942.
- 8 The Sisters of Nazareth opened Nazareth Lodge in 1900 as a children's home, but in 1902, despite misgivings, it was registered as an industrial school. The number of boys sent to them under court orders appears to have been low, and there were tensions at times because of their need to care for a wide spectrum of presenting problems. Nonetheless Nazareth Lodge retained the role of industrial school until 1951.
- 9 In 1902 a new type of institution was trialled in England at the village of Borstal, intended as “a half way house between prison and the reformatory” for young offenders. A pilot borstal was opened at Clonmel, Co Tipperary in 1906, but none was opened in what is now Northern Ireland.
- 10 The Children Act 1908 applied to the whole of Great Britain and Ireland and, known as the Children's Charter, it provided the basis for children's services in Ireland for several decades, establishing juvenile courts, for example. Under this Act reformatories and industrial schools were funded by a combination of central government, local government and parental contributions.

- 11 With the partition of Ireland in 1921, separate systems of industrial schools, reformatories and borstals had to be established in both Northern Ireland and what is now the Republic of Ireland. At the time of partition a third of the trainees in Clonmel borstal were from Belfast. Boys requiring borstal training in Northern Ireland were sent at first to Feltham in Middlesex, and later to Greenock in Scotland. A Departmental Committee on Reformatory and Industrial Schools in Northern Ireland was set up, which became known as the Moles Committee, and it concluded that a borstal was required in Northern Ireland for males, but that the demand for places for females was too low to warrant setting up a borstal for them. Following the Malone Training School Act (Northern Ireland) in 1926 a semi-secure borstal was sited at Malone, with a single governor responsible for both the training school and the borstal.
- 12 The Departmental Committee also considered reformatories and industrial schools. A system was established in Northern Ireland which consisted of five industrial schools, four institutions which were both industrial schools and reformatories, and one reformatory. Young people were also admitted to HMP Armagh and HMP Belfast. Some of these institutions were already in existence, and some were newly established. The Departmental Committee on Reformatory and Industrial Schools appears to have rationalised the system, as six of the institutions were either closed soon afterwards or had their roles modified.¹ (see Appendix 2)
- 13 It was found, for example, that there was no reformatory in Northern Ireland for Catholic boys, and so from 1922 St Patrick's, which had been set up as an industrial school in 1869, was given an additional role as a reformatory, and it was thereafter registered and inspected as both an industrial school and a reformatory, serving both young offenders and boys requiring care and education away from their families. It will be seen that from 1922 onwards the dual requirement to meet the needs of these two groups caused difficulties which were resolved in different ways, but continued to re-emerge, not only in St Patrick's up to the closure of the school in 1996, but also in other institutions serving both groups. St Patrick's was based at Milltown but in 1957 it moved to new premises about a mile away on the edge of Belfast.
- 14 Malone Reformatory was managed by a voluntary board, but in 1926 it was brought under the Ministry of Home Affairs by the Malone Training

1 SPT 1601-1602.

School Act (Northern Ireland), and in 1927 a borstal wing was added. Prior to this Act, the training school system had been essentially provided by voluntary bodies and the state had no direct control.

- 15 In England and Wales there were Acts in 1932 and 1933 which served to develop and regulate children's services. Reformatories and industrial schools were renamed approved schools, and the Approved School Rules were introduced. These were standard rules, applied to all the schools for young offenders. The two Acts were not replicated in Northern Ireland for economic reasons, and so the reformatories and industrial schools continued to make use of their own rules under the Acts of 1858 and 1868 respectively.
- 16 It was recognised that the system needed to be improved and so a working party known as the Lynn Committee was set up. It drew up recommendations for the modernisation of the system in 1938, but the Second World War intervened, and no action was taken.
- 17 During the Second World War the demand for places in training schools was such that St Patrick's acquired additional premises at Forkhill, Co Armagh which catered for junior boys, with the overall established number increasing to 225.
- 18 In 1945 Whiteabbey Reformatory School was certified for girls and a year later it was also certified as an industrial school. It was intended to meet the needs of Protestant girls, as St Joseph's served the Roman Catholic community.
- 19 Major change was required by the time the Children and Young Persons Act (Northern Ireland) 1950 was passed, and it incorporated further developments taken from England and Wales's Children Act 1948. It was in 1952, following the implementation of this Act, that the Training School Rules were introduced, based largely on the English and Welsh Approved School Rules.
- 20 Rather than use the term 'approved schools', reformatories and industrial schools were all renamed training schools in Northern Ireland, blurring the distinction between the care and justice elements. This term applied until 1996 when the training school system was disbanded following the implementation of the Children (Northern Ireland) Order 1995. The Ministry of Home Affairs (MoHA) was made responsible for the schools, including their finance and inspection.

- 21 Under the 1950 Act the Sisters of St Louis were invited to register St Joseph's, Middletown, as a training school; in accepting this role they closed the orphanage, though the remaining children stayed on. Malone, Balmoral and Whiteabbey were also registered as training schools. The Sisters of Nazareth, on the other hand, decided that Nazareth Lodge should be registered as a children's home, rather than as an industrial school, as so few of the children in the home were committed by the courts.
- 22 Woburn House was usually known as Millisle Borstal; it was opened in 1956 and admitted male offenders aged 16 to 21. This was an open borstal, situated in a mansion, but in 1977 a purpose-built closed borstal was opened, sited within the same grounds. Both the open and closed borstals were closed in 1980.
- 23 In 1956 the Malone and Whiteabbey Training School Act merged Malone and Balmoral training schools and a single Management Board was set up for Whiteabbey and Malone. The borstal wing of Malone was transferred to Millisle; during the previous three decades Malone had been largely staffed by Prison Service staff.
- 24 Plans were in hand at this point for a purpose-built establishment at Rathgael to take over from Malone training school, but temporary accommodation had to be used as the new premises were not ready. The new buildings at Rathgael were opened in 1968 and Malone was closed. This move was intended to introduce a new approach to the care and treatment of young offenders. In 1985 Whiteabbey School was closed and the remaining girls were transferred to Rathgael, making it the first mixed training school in Northern Ireland, and the only training school for Protestant boys and girls in the province.
- 25 It will be seen in the histories of the individual homes that the Troubles, which commenced in 1969 and continued for many years, caused considerable difficulties for training schools, because of the number of young people who were involved in civil disorder and required containment in a residential setting. The Troubles led not only to an increase in the number of remands and Training School Orders, but the children and young people in residential care were also at greater risk, for example when visiting their families in areas affected by rioting and housing problems, and it will be seen that the schools themselves were directly affected by the unrest. It was during the Troubles that direct rule was imposed,

and in 1973 the Northern Ireland Office (NIO) took over responsibility for the funding and inspection of the schools, though the MoHA Inspectorate continued to undertake inspections on behalf of the NIO.

- 26 It was in 1973 that Lisnevin was opened as a training school, consisting of an assessment unit to assist the courts in determining the suitability of boys for residential training and a secure unit for boys who absconded from the open training schools. It admitted both Protestant and Catholic boys. The opening of Lisnevin came at a time of considerable pressure because of the number of adolescents who got caught up in social disorder in the Troubles. Because of pressure from the local community, Lisnevin was resited at Millisle, which had previously been used as a secure borstal.
- 27 The Treatment of Offenders Act (Northern Ireland) 1968 was designed to introduce a new approach to the management of young offenders, and in June 1979 Hydebank Wood Young Offenders Centre was opened. As a consequence, the open and closed borstals at Millisle were closed the following year.
- 28 In 1985 a remand unit was opened at Lisnevin. Previously there had been no specialist unit for young people on remand, and the training schools had been expected to provide the service in addition to their usual remit of caring for the boys committed to them.
- 29 During the period 1979 to 1985 three influential reports were published which all had an impact on the quality of care offered by the training schools.
 - (a) In 1979 the Black Report was published, which recommended the splitting of the care and justice aspects of training schools and the development of a range of smaller specialist homes. For a variety of reasons, these recommendations were not implemented for some years; it was not until November 1986 that the Prior Compromise led to the adoption of the main principles of the Report, and we have been told that action on some aspects is still outstanding.
 - (b) The Sheridan Report followed in 1982, recommending improvements in staff selection, supervision and other aspects of the management of residential childcare services.
 - (c) In 1985 the Hughes Report was published, recommending the professionalisation of residential childcare through improvements in pay and training. Around this time large numbers of training school staff were seconded for qualifying training and the proportion of

trained care staff was greatly improved. The contents and impact of these three reports are addressed more fully in other chapters of our report.

- 30 The period from the publication of these reports to the end of the Inquiry's remit is marked by a range of improvements, such that by 1995 the quality of residential care in Northern Ireland, including the training schools, was possibly better than in the other countries of the United Kingdom.
- 31 Among the early developments, in 1981 the Adolescent Psychological and Research Unit was set up, amalgamating the posts of the four psychologists who had previously been attached to individual training schools, so that they were able to provide a service to all the training schools.²
- 32 From the 1980s onwards, the demand for places in training schools began to fall away, and the occupancy was much reduced by the time that the system was disbanded and was replaced by Juvenile Justice Centres under the Children (Northern Ireland) Order 1995. Some of the training school sites continued to be used, however, with St Patrick's renamed Glenmona from 1996 and Rathgael known as Lakeside from 1998. These changes took place shortly after the end of the Inquiry's Terms of Reference.
- 33 Since little of the evidence we have received predates the 1950 Act, the witnesses' experience related primarily to the schools during the phase when they were known as training schools. The schools were, however, affected by their histories as reformatories and industrial schools, and they were in need of considerable modernisation when the 1950 Act was passed. It will be seen that the institutions in some respects continued to reflect traditional ways of working for some time, but that standards improved throughout the history of the training school system.

Types of Training School

- 34 Throughout much of the history of the training schools the provision was organised primarily to provide separately for boys and girls, and separately for Roman Catholics and Protestants. There were therefore four main types of school. St Patrick's served the Roman Catholic boys throughout this period, and Malone or Rathgael provided for the Protestant boys; Whiteabbey served the Protestant girls, and St Joseph's the Catholic girls.

2 LSN 1241.

- 35 Within Rathgael and St Patrick's there was also a division for a time between senior boys and junior boys. There were also often divisions between units designated for young offenders, known sometimes as the 'justice' units and those known as the 'care' units, for children and young people with other types of problem, whose behaviour at times was a greater cause for concern than that of the offenders.
- 36 Absconding proved a major problem in St Patrick's and Rathgael. One response was the creation of special units within the schools, offering security and intensive care. Another was the creation in 1973 of a secure training school, Lisnevin, which served both Roman Catholics and Protestants.
- 37 There were therefore five ways in which children and young people resident in training schools might be categorised – by gender, religious denomination, age, history of offending and the need for secure care. The divisions between the residential units which served all these categories of resident within the schools were at times quite marked and the different groups of children and young people were often not allowed to mix, even though they were living on the same site.
- 38 The Black Report recommended the development of specialist units, but one of the difficulties facing those responsible for planning the system was that the numbers of children and young people falling into some of these categories often fluctuated and could be small. As time went on, attempts were made to blur some of the distinctions described above. In 1973, for example, Lisnevin was set up as an interdenominational secure home for boys, and in 1986 Rathgael took in the girls from Whiteabbey, creating a mixed training school for the first time. Community-based services were also developed, curtailing the demand for residential care, while going some way towards meeting the need for specialist services. These developments appear to have continued after the end of the Inquiry's remit.

Mental Health Services

- 39 Lissue Hospital provided both paediatric and psychiatric services for children. For most of the time, the upper age limit for admission was thirteen, and very few older children were admitted. There was no other unit offering adolescent psychiatric help in Northern Ireland, and in consequence young people over the age of thirteen had to be placed in adult psychiatric wards or, if their behaviour suggested that they required some form of containment or control, they were placed on occasions in

training schools, even though the placement may not have met their needs. This placed extra demands on training schools staff. If they too could not cope, the young person might have moved on to Millisle, Hydebank or even an adult prison.

The Prison Service

- 40 A number of witnesses spent periods of time in prisons before they had attained adulthood. However, they did not make allegations of systemic abuse which suggested that the prisons required investigation.

Conclusion

- 41 The training school system dealt with several thousand children and young people during the 45 years from its establishment to its closure in 1996. During that time the system was adequately funded. Physical standards of care were improved. Schools were built or modernised. Education, trade training and a variety of activities were provided. The schools oversaw home contact and provided social work support to families. Various aftercare programmes were devised and young people were supervised during their periods of licence. Taking account of the standards of the times, the system was professionally well run, and by the end of the period, the quality of service offered appears to have been excellent.
- 42 The borstal system in Northern Ireland also played a useful role in diverting young men from the prison system, and there were those who regretted its demise.
- 43 It will be seen that there were recurrent themes running through the development of services for young offenders. There were constant attempts to develop more humane approaches, to offer young offenders ways of breaking their patterns of offending and develop the skills they required for a constructive way of life. There was the need to adapt the systems to match changing needs, for example following the impact of the Troubles. There was the continual problem that institutions often had to meet the needs of different groups of residents or different functions, which were sometimes in conflict, and which the institutions were not equipped to address. Finally, there was the consequent need made explicit in the Black Report to develop specialist services for relatively small numbers of people, and in a province with a population of under two million this problem is likely to be ongoing.

Appendix 1: Chronology

- 1858 The Reformatory Schools (Ireland) Act was passed.
- 1860 Malone Reformatory opened.
- 1868 The Industrial Schools (Ireland) Act was passed.
- 1869 St Patrick's Industrial School was registered in Donegall Street, Belfast, and in 1873 it moved to Milltown.
- 1872 HMS Gibraltar was opened as a training ship, moored in Belfast Harbour.
- 1881 The Sisters of St Louis opened St Joseph's reformatory for Roman Catholic girls.
- 1893 It was no longer mandatory for children sentenced to a reformatory to spend an initial period in prison.
- 1902 After opening as a children's home in 1900, Nazareth Lodge was certified as an industrial school.
- 1906 A pilot borstal was opened in Clonmel, Co Tipperary.
- 1908 The Children Act known as the Children's Charter was passed, relating to the whole of Great Britain and Ireland. Under this Act reformatories and industrial schools were funded by a combination of central government, local government and parental contributions.
- 1921 The partition of Northern Ireland and the Republic.
- 1922 The establishment of a Government in Northern Ireland and the start of the Inquiry's remit.
- 1923 A Departmental Committee on Reformatory and Industrial Schools in Northern Ireland, known as the Moles Committee, was set up.
- St Patrick's Industrial School was also registered as a reformatory as there was no provision for Catholic boys in Northern Ireland.
- 1924 St Michael's Industrial School, Lurgan, was closed to boys.
- 1926 Malone Training School Act (Northern Ireland) was passed.
- 1927 Part of the reformatory at Malone was converted into a semi-secure borstal for boys.
- Hampton House Industrial School was closed.

- 1929 St Michael's Industrial School, Lurgan, was closed.
- 1933 The Sacred Heart Industrial and Reformatory School at Whiteabbey was closed.
- 1938 The Lynn Committee on the Protection and Welfare of the Young and the Treatment of Young Offenders reported.
- 1943 Shamrock Lodge ceased to be a reformatory, but presumably continued as an industrial school.
- 1945 Whiteabbey Reformatory School was certified.
- 1946 Whiteabbey was also certified as an industrial school.
- 1949 St Catherine's Industrial School in Strabane was closed.
- 1950 The Children and Young Persons Act (Northern Ireland) was passed, amalgamating the industrial schools and reformatories as training schools. The Ministry of Home Affairs was given responsibility for training schools and for providing the necessary finance.
- 1952 The Training School Rules were authorised under the 1950 Act.
- 1953 The Prison Act (Northern Ireland) was passed.
- 1954 A borstal was set up for girls at HMP Armagh.
- 1956 The borstal moved from Malone Training School to Woburn House, Millisle.
- 1957 St Patrick's had moved from Milltown to purpose-built accommodation in Glen Road and their buildings were officially opened..
- 1961 The girls' borstal at HMP Armagh was closed.
- 1968 The Children and Young Persons Act (Northern Ireland) and the Treatment of Offenders (Northern Ireland) Act were passed. The Malone and Whiteabbey Training Schools (Northern Ireland) Act 1968 was also passed, renaming the Board managing the schools the Rathgael and Whiteabbey Schools Management Board.
- Malone School was closed and Rathgael was opened.
- The Troubles started.
- 1972 The Northern Ireland Office was established and took over the control of the training school system from the Ministry of Home Affairs.

- The Health and Personal Social Services (Northern Ireland) Order was passed.
- 1973 The Ministry of Home Affairs became the Department of Health and Social Services, and the Inspectorate was renamed the Social Work Advisory Group.
- Lisnevin Training School opened with a secure assessment unit and a long-term special unit for committed boys.
- At Crumlin Road Prison a Junior Remand Wing was opened, and so “young terrorists” were not sited at Lisnevin.³
- Nov 1973 Bernard Teggart was abducted from St Patrick’s and murdered by the IRA.
- 1976 HMP Magilligan received some young offenders.
- 1977 Young male offenders at Magilligan were transferred to the borstal.
- The assessment unit at Lisnevin was moved to Blacks Road as a day assessment unit.
- A purpose-built closed borstal was opened on the Millisle site.
- 1978 The Treatment of Young Offenders Act (Northern Ireland) 1978 was passed, to introduce a new approach to the management of young offenders.
- 1979 The Black Report was published.
- Following the 1978 Act, Hydebank Young Offenders Centre opened.
- 1980 As a result of the opening of Hydebank, both the open and closed borstals at Millisle were shut.
- Sept 1980 The special unit at Lisnevin moved to the Millisle site.
- 1981 The Adolescent Psychological and Research Unit was set up, amalgamating the four psychologists who had previously been attached to individual training schools.⁴
- 1982 The Sheridan Report was published.

3 LSN 1234.

4 LSN 1241.

- 1985 Whiteabbey closed and the girls were transferred to Rathgael, which became mixed. This move had been planned, but was accelerated by a fire which severely damaged Whiteabbey.
- The juvenile remand unit at Hydebank Young Offenders Centre was closed, and a secure remand unit was opened at Lisnevin.
- The Hughes Report was published.
- The Social Work Advisory Group was renamed the Social Services Inspectorate and given a brief to inspect, rather than advise.
- 1986 Females were transferred from HMP Armagh to Mourne House, Maghaberry.
- 1987 All four training schools were inspected formally.
- 1988 HMP Armagh was closed.
- 1989 The reports of the formal inspections of the training schools undertaken in 1987 were published.
- Aug 1994 SPT 81 was killed, run over by a car while absconding from St Patrick's.
- 1995 The Children (Northern Ireland) Order 1995 was passed, enacting some of the Black Report's recommendations, and replacing training schools with juvenile justice centres.
- 1995 The end of the Inquiry's remit.
- 1996 St Patrick's closed and became Glenmona Resource Centre.
- 1998 Rathgael was closed and became Lakeside.

Appendix 2

Industrial schools, reformatories and penal institutions, either in existence or brought into existence in 1922, which admitted children and young people:

Balmoral Industrial School	Belfast Corporation
*Shamrock Lodge Industrial and Reformatory School	Voluntary/charitable
St Patrick's Industrial and Reformatory School, Milltown	Religious
*Nazareth Lodge Industrial School	Voluntary/charitable
*Sacred Heart Industrial and reformatory School, Whiteabbey	Religious
Malone Reformatory School	Belfast Corporation
St Joseph's Industrial and Reformatory School, Middletown	Religious
*St Catherine's Industrial School, Strabane	Religious
*St Michael's Industrial School, Lurgan	Religious
*Hampton House Industrial School, Belfast	Voluntary/charitable
HMP Armagh	
HMP Belfast	

Starred institutions were closed between 1922 and 1950 when industrial schools and reformatories were redesignated as training schools under the Children and Young Persons Act (Northern Ireland) 1950, most of the closures occurring during the 1920s, presumably as a result of rationalisation. Shamrock Lodge continued as an industrial school only.⁵

5 SPT 1602-1603.

