

HISTORICAL INSTITUTIONAL ABUSE INQUIRY**MODULE 7****TRAINING SCHOOLS AND YOUTH JUSTICE INSTITUTIONS****STATEMENT BY VICTOR MCELFATRICK****1. Positions held with responsibility for policy/professional advice to NIO and inspection functions relating to training schools:**

- 1.1 I was appointed as Social Work Adviser in DHSS in 1975 and worked in the Social Work Advisory Group (SWAG) Child Care group until 1985. I had responsibility for the provision of advice to various government departments including NIO, DHSS and DENI on matters relating to policy and the delivery of social work and social care services. These included workforce planning, social work training, probation and after care services and education welfare service. My work also included inspection of children's homes in the voluntary and statutory sectors.
- 1.2 I left SWAG in 1985 but returned to work in the Department in 1997 as a Social Services Inspector (SWAG had by then been transformed into the Social Services Inspectorate(SSI) , with an increased focus on inspection of services).
- 1.3 From 1987 until 1989 I worked as an Inspector in SSI. During this time I carried out inspections of voluntary and statutory children's homes and was responsible for monitoring and development of early years' services.
- 1.4 From 1989 to 2004 I was Assistant Chief Inspector in SSI and was responsible for the management of a team of inspectors who carried out inspections of residential child care services and training schools. I was also responsible for the provision of advice to NIO in relation to the Probation Board and periodic inspections of probation board services. I also had responsibilities relating to the development of social work qualifying and post qualifying training and the development of the Northern Ireland Social Care Council for the regulation of social care services.
- 1.5 I retired from SSI in January 2004.

2 Agreements between NIO and DHSS/SSI regarding the provision of advice about and inspection of training schools:

- 2.1 I cannot recall if there were any written agreements about this but there would have been agreement between NIO and SSI about inspection and

policy advice. SWAG had for many years, from even before I joined SSI, provided regular information about the operation of the training schools. This was mainly provided by one dedicated Inspector (Mr W Donnell) who was a regular visitor to the schools and was also in very regular contact with the Training Schools Branch of NIO. Mr Donnell carried out more formal inspections in later years and as the inspection capacity of SSI increased there were other inspectors who would also have been involved in inspection work (Mr SND 453, Mr LN 80, Mr [REDACTED], Mr C Walker, Mr SND 530 and Ms J Chaddock). These inspectors all had prior experience of working in services for juvenile offenders or child care services. Early inspections focused on the training school's adherence to the Training School Rules and statutory requirements. They would also have had regard to the way in which care was provided for the children and young people. In later years inspection would also have been informed by practice standards which were developed by SSI, in agreement with the NIO and the training schools themselves. This meant that the schools were given a clear indication of the quality of care expected of them for all areas of their work. I cannot recall at what stage these standards were introduced.

- 2.2 There were different types of inspections. These included major inspections which, in agreement with the NIO, were carried out every 4 years, involving a team of inspectors. The 1988 inspection of Rathgael was carried out by a team of 4 inspectors from SSI. It is apparent there were also major inspections of the other training schools around this time although no copy of the 1987/88 St Patrick's Inspection Report has been found in the files. At one stage the inspection team was expanded to include school inspector/s from the DENI, a medical officer from DHSS and a lay assessor. Over the years there were developments in the approach taken to inspections based on increased understanding and various reports on aspects of residential care practice. I have not been able to see all inspection reports so am unable to say when various different approaches were taken.
- 2.3 In addition to these major inspections, there were also Regulatory Inspections (which involved a single inspector) spread over two days. These appear to have taken place annually. There are some examples of reports on these inspections these on file and from them it can be seen that they commented on the extent to which the training schools were adhering to the statutory requirements. These inspections indicated the numbers of children present, staffing numbers and provided comment on the physical resources as well as compliance with the Training School Rules. Such reports were sent to the NIO (Training Schools Branch). The inspectors would, as part of all inspections, have spent time with the

young people to hear from them how they were being treated and to ascertain if they had any complaints. If there were any complaints these were brought to the attention of the NIO and the management of the school. The unannounced inspections, which took place on an annual basis, gave the NIO a reasonable picture of how the schools were operating. The inspector involved was available to discuss any areas of concern with the principal officer of the Training Schools Branch of NIO.

- 2.4 In addition to regulatory inspections the relevant inspector paid unannounced visits to the schools to see how the schools were operating. In effect, the schools would not have had any opportunity to prepare for such visits so the inspector could observe how the school was operating on a typical day. These visits took place at different times of day. I was unable to trace any written reports of these visits from the files made available to me but I am confident the findings of the visits were shared with the training schools branch.

3 Standards used to inform the inspection process

- 3.1 As mentioned above, we used the Training School Rules as a basis for determining whether the statutory obligations were being met. Significant reports on care practice in other residential child care settings in Northern Ireland (e.g. Hughes Report) and other parts of the UK (e.g. The Pindown Report) were used to inform changes that might be required. I would say that our inspection methods changed over time in light of new knowledge and information about the experience of services elsewhere. The Inspectorate aimed to keep up to date with best practice in residential care and used their professional knowledge to make assessments and determine the adequacy of residential care practice and as a basis for recommendations for improvements in service delivery. In due course we established a set of written standards which were agreed with the NIO as a basis for inspection of the various aspects of the operation of training schools. These standards were shared with the training schools in order that they would know what was expected of them and understand how their practice would be assessed in inspections. This may, however, have been after 1995. We used the standard set out in the Castle Priory Report as a basis for calculating whether appropriate levels of staffing cover were being provided.

- 3.2 We also encouraged the raising of standards through training and encouraged the schools to provide opportunities for release of staff to attend appropriate training courses and secondments to professional training courses. This obviously had financial implications which entailed discussion with the NIO, and I believe the NIO was generally supportive of such plans when approached by the training schools. The number of

secondments facilitated by additional funding from NIO would seem to confirm the Department's willingness to support such developments.

4 Reports of training schools visits and inspections

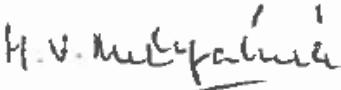
- 4.1 Since these reports all went to the NIO there was an expectation that NIO would respond, where appropriate. Inspection reports more often included recommendations to be actioned by the training schools themselves. From the files I have been able to read it can be seen that there was a formal response by the management boards of the training schools to the recommendations. Some recommendations were acted upon immediately but others could only be implemented in the medium or long term e.g. as resources were able to be made available. However, all recommendations were duly considered by the NIO. The relevant inspector visited the school again sometime after the major inspection to assess the extent to which recommendations had been met by the school. These follow up visits were carried out the following year to allow time for most recommendations to be actioned. It should be borne in mind that the raising of standards of practice in training schools took place over many years and this entailed, *inter alia*, providing opportunities for secondment of care staff to professional training courses.
- 4.2 The inspectors generally had fairly good relationships with the training schools. I think the approach taken was mainly one of encouragement rather than criticism but this didn't stop inspectors for emphasising the need for change where necessary. We were conscious of the need to ensure always that we were seen as independent of the schools and of the NIO. The introduction of new inspectors from time to time helped ensure a fresh eye being kept on the operation of the schools.

5 Relationships with training schools and NIO

- 5.1 Generally, I would consider the Inspectorate also had a fairly good relationship with the NIO at all levels. Meetings were held from time to time to discuss the role of SSI in connection with the work of the Criminal Justice Services Division. We were involved with NIO in agreeing our contribution to their work programme; we were asked to take over responsibility for inspections of the probation and after care service, a function that hitherto been undertaken by HM Inspectorate of Probation who were based in London. We were invited to participate in selection panels for the appointment of senior prison staff e.g. assistant governors and senior training school staff e. g. Directors. Our advice was regularly sought in relation to matters relating to the operation of criminal justice services e.g. appropriate staffing levels qualifications for residential and management staff. These are given as just some examples of good

understanding and co-operation between NIO and the SSI. We always sought to ensure we were always independent of the Government Departments for whom we carried out inspections and seen to be independent. In this context, my minute to Dr McCoy (dated 3 May 1995) which referred to the possibility of a strain being put on our relationship was more related to my concern at the time that the NIO official might have wished to exercise more influence on our reports than would be acceptable to an independent inspectorial body. In any event, this does not appear to have damaged the relationship as NIO, following a an audit of St Patrick's financial controls by the NIO Internal Audit Unit, subsequently asked SSI to undertake a detailed examination into the management arrangements at St Patrick's Training School in parallel with Price Waterhouse who were asked to carry out a review of the school's management and provide an assessment of the capability of the existing management board to effect essential change in the organisation.

Signed:



H V McElfatrick

Date: 25th August 2015

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INTRODUCTION

St Patrick's Training School was inspected by the Social Services Inspectorate largely during the period 11 January - 29 January 1988. The team comprised of Dr K F McCoy, Mr [REDACTED] SND 453 and Mr C W Donnell. During the course of the inspection time was spent in the school during the evenings and at weekends. A programme of meetings and agendas was arranged with [REDACTED] BR98, the Director and detailed background information was supplied to the team. The inspection proceeded on the basis of an examination of the premises, resources and records of the school and involved the Inspectors in observation and evaluation of current work being undertaken by the staff. The views of the young people, about their life in the school, were collected and assessed.

The Inspectors would like to express their sincere thanks to the Management Board, the staff and young people at the school for their co-operation. They would especially like to thank [REDACTED] BR98 [REDACTED] and [REDACTED] BR26 for their generous hospitality and the full assistance offered throughout the inspection.

It is hoped that this report and the appraisal of the school which it constitutes, will contribute to the future of St Patrick's as a child care resource.

2. THE CHILDREN AND YOUNG PERSONS RESIDENT

- 2.1 On Census Day, 15 December 1987, there were 95 young persons on the St Patrick's roll. However, only 61 boys were in residence. Twelve were temporarily resident in another school (Lisnevin), 1 was boarded out, 3 were in hospital, 8 were on extended leave, 8 were absconders and there were 2 others (1 at home on leave and 1 sick at home). The 8 boys on extended leave were living at home with relatives or guardians.
- 2.2 The legal status of the boys was as follows:- Training School Orders 85, Place of Safety Orders 4, Fit Person Orders 2, Remands 3 and 1 was on a one month committal. The latter disposal is now a seldom used sentence of the juvenile court.
- 2.3 The ages of the boys ranged from 12 to 18+ years, with the main concentration (59) in the 16 to 17 year category. The second largest group (26) was in the 14 to 15 year group. Prior to placement in St Patrick's 63 of the boys had resided at home, 22 had come from children's homes, 3 were admitted following foster home breakdown, 1 had been in hospital, 1 in an assessment unit and 5 others were in a variety of settings which included transfer from Care to Justice and returning from the Lisnevin Remand Unit.
- 2.4 Of the total population of 95, 34 were in the Care side of the school. This number includes education cases and the remaining 61 were attached to the Justice division of the school. Seventeen boys were already the subject of Training School Orders. All of the Health and Social Services Boards had referred young people to the school on Care grounds either by way of Place of Safety Orders or through committal proceedings. The breakdown was as follows: EHSSB 10, SHSSB 7, WHSSB 4 and NHSSB 3. Education and Library Boards had instigated court proceedings, which had led to the committal of 10 young people to the school for non-attendance. The breakdown of these figures were as follows, Belfast Education and Library Board 7, South Eastern Education and Library Board 2, Southern Education and Library Board 1.
- 2.5 All of the young people were engaged in either education, employment or voluntary work. The analysis is as follows:-

Educational/Vocational	- 71
Full-time employment	- 3
YTP schemes or similar	- 19
Voluntary work	- 2

- 2.6 The length of stay in St Patrick's has come down significantly and this may be due to the development of the policy of extended leave. Despite the efforts of management there are still a few boys whose stay in the

3. MANAGEMENT AND STAFFING

- 3.1 St Patrick's Training School provides for the education and vocational training of boys who are accommodated on the premises in one of 5 residential units, ie 3 care and 2 justice. An assessment service is provided to the courts and to the residential units by a team specialising in this work. The training school is also responsible for a number of former residents who are living with parents, relatives and guardians while on extended leave, licence or supervision. It discharges this responsibility mainly, though not entirely, through a group of fieldworkers (aftercare) who operate from the school. In order to obtain a comprehensive view of the management and staffing structure of this complex facility the inspectors used a questionnaire to collect information on the sex, age, designation and qualifications of all those contributing to the residential task, and to the aftercare function. This survey was extended to include those teachers and instructors who perform extraneous duties outside of school hours.
- 3.2 Seventy-three returns were made and the table below classifies them according to the respective designations.

Table 1

DIRECTOR	1
SENIOR DEPUTY DIRECTOR	1
DEPUTY DIRECTOR	2
ASSISTANT DIRECTOR	4
DEPUTY ASSISTANT DIRECTOR	2
SENIOR ASSISTANT	1
SENIOR RESIDENTIAL SOCIAL WORKER	5
RESIDENTIAL SOCIAL WORKER	30
SENIOR SOCIAL WORKER (AFTERCARE)	1
SOCIAL WORKER (AFTERCARE)	3
TEACHER/INSTRUCTOR (EDA)	16
NIGHT SUPERVISOR	7
TOTAL	73

A number of the senior staff, ie the director, deputy directors and two of the assistant directors do not work directly with the young people in the units on a regular basis. This holds also for two residential social workers engaged in assessment and for the four staff providing the Aftercare Service. The night supervisors take over from the unit staff in the evenings after the boys have been settled for the night. This leaves 38 staff providing care at unit level with the assistance of 16 teachers and instructors who have a part-time commitment through undertaking extraneous duties.

- 3.3 The deployment of the full-time staff at unit level is set out below:-

18. RECOMMENDATIONS

- 18.1 Each unit should be managed by a senior residential social worker, who should lead a team of residential social workers. (Para 3.4).
- 18.2 The staff job descriptions should be issued as a matter of urgency. (Para 3.4, 6.7).
- 18.3 The capacity of the school should be calculated using the criteria set out in paragraph 3.5. (Para 3.5).
- 18.4 If a capacity of 76 places is agreed, there should be the whole time equivalent of 44 staff at senior residential social worker and residential social worker level. (Para 3.9).
- 18.5 Management should formulate individual training profiles for all staff and seek ways of developing a policy of positive action on training. (Para 3.11 and 3.17).
- 18.6 It is recommended that management should make every effort to employ female residential social workers. (Para 3.12).
- 18.7 The Management Board should review the role, function and structure of the senior management team. (Para 3.15).
- 18.8 Regular staff supervision should be introduced for all professional staff and the supervision sessions formally recorded. (Para 3.16, 5.8 and 6.9).
- 18.9 Formal meetings of groups of senior staff are essential and it is recommended that these should be established. (Para 3.18).
- 18.10 At least one residential social worker should sleep in each unit during the night. (Para 3.20 and 6.35).
- 18.11 It is recommended that in future each of the justice units should cater for boys sent to the training schools for offending, regardless of age. (Para 5.2).
- 18.12 The transfer of boys between justice and care should be addressed as a matter of urgency. (Para 5.3 and 6.3).
- 18.13 The boys' toilet areas in the "senior" side require total renovation. (Para 5.20).
- 18.14 Key workers should attend review meetings of their individual young people. (Para 5.27).
- 18.15 The role of the key worker should be developed in accordance with the suggestions made in paragraph 5.29. (Par 5.29).

Training Schools Branch

- 8 AUG 1989

FROM: L J McCLELLAND
7 AUGUST 1989

MR IRELAND

MEETING WITH BISHOP FARQUHAR AND FATHER McCANN: 7 AUGUST 1989

This was a very affable meeting and the Bishop was grateful for being informed at an early stage of possible developments at St Patrick's. The main options - with exception of option 4 - were explained but it was emphasized that no decisions had been taken and that the NIO was willing to consider any reasonable option. It was explained that the problem was two-fold:

- (1) falling pupil numbers which could decline still further, and
- (2) excessive cost of restoration in relation to the number of pupils and that funds were not available.

2. The Bishop and Father McCann made it clear that they, as Board members, would not wish to be a party to a merger with Rathgael. They asserted that St Patrick's was perceived locally as an asset to West Belfast, that parents of children held there were now taking more interest in their sons' welfare, and that they thought the new secure unit would be well-received by the people in West Belfast (they mentioned also the recent Lisnevin incident of proselytising). They added that Sinn Fein and others would use the closure of St Patrick's to their own advantage. They also ruled out any possibility of the RC Church finding the necessary money from its own coffers.

3. I asked Father McCann whether he had any alternative ideas. He agreed that the proposal for 5 new chalets was unrealistic and thought that two would be enough. He also said that it was likely that the Brothers' House could be vacated and used for training school accommodation, possibly for housing the justice cases.

E.R.
i

-2-

4. I raised the question of selling-off some surplus land to fund the capital work and was pleasantly surprised to find that they were instantly agreeable to consider this. It was confirmed that they had no desire to retain the main building; they thought it was not worth putting money into it.

5. The next meeting of the St Patrick's Board is not until mid-September and Bishop Farquhar is out of the country for the rest of August. I suggested that exploratory work on possible options could commence immediately with Father McCann and

BR98

[REDACTED] so that a fuller report could be put before the Board in September; this was agreed. As discussed with you this afternoon, you will contact [REDACTED] BR26 mid-week to start the proceedings, in which DHSS should also participate. I am willing to be involved, as and when you consider it desirable.

6. If the final decision is the retention of St Patrick's in whatever form, we must not lose sight of the possibility of funding the capital works through the sale of land. The Bishop expressed the view that it would be helpful to his position, if any paper for the Board's eyes referred to the disposal of land which would not impair the operation of the training school.

L J McClelland.

L J McCLELLAND
7 AUGUST 1989
EXT RH 223

ID/LJMCC2

NOTES OF A MEETING IN ROYSTON HOUSE ON 24 AUGUST 1989 TO CONSIDER
THE ACCOMMODATION PROBLEMS OF ST PATRICK'S TRAINING SCHOOL

Present -

Mr L J McClelland)
Mr A McA Ireland) NIO
Mr N Douglas)

Mr W Donnell DHSS

Father Peter McCann)
Bro [REDACTED] BR98) St Patricks
Bro [REDACTED] BR26)

The meeting had been arranged to consider the way forward in the light of discussions between Mr Stephens, Mr McClelland (both NIO), Mr Elliott (DHSS), Bishop Farquahar and Father McCann on 7 August.

2. Mr McClelland reminded the meeting that following the deliberations of the Feasibility Study Group the Department had been faced with the alternatives of -
- renovating the main school building or
 - providing 5 new chalets

The cost of this work together with necessary refurbishment of Chalets Nos 1 and 2 had been estimated at between £3.25 and £4 million (depending on what was done). Mr McClelland pointed out that the capital provision for all training schools for the current financial year was around £700,000 and for 1990/91, £400,000 and that the possibility of persuading HM Treasury to provide additional funds was not good particularly in view of the declining training school population in Northern Ireland as a whole. All this had forced the Department to look at other options including the rationalisation of the entire training school provision (excluding St Josephs) under one management board. The constitution of such a board would of course have to be such as to ensure that the interests of all pupils, Roman Catholic and Protestant, were properly catered for and protected. Were such a solution to be adopted, the Department envisaged St Patrick's boys moving to the Rathgael site where sufficient accommodation existed to provide for them.

Mr McClelland informed the meeting that this option would not

[REDACTED] --- for lack of capital expenditure but would



RESIDENTIAL CHILD CARE IN NORTHERN IRELAND

THE TRAINING SCHOOLS

OCTOBER 1989

ISSUED BY THE



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13. CONCLUSIONS

- 13.1 The past 5 years has seen a period of unprecedented change within the training schools. Even the term training school no longer accurately reflects the nature of the work being undertaken. Management of the schools have embodied new thought and practice into the day to day operation of the facilities and this has reflected favourably upon the quality of care being provided.
- 13.2 For some staff the period of change has not been without its problems. New skills have had to be acquired, a openness in sharing with the children and young people in the schools have made new demands upon staff. For some the changes have been too great and they have sought employment elsewhere or taken early retirement. For many years the training schools were considered residential establishments where a "no nonsense approach" was adopted and they were often used as a threat to children misbehaving in other children's residential facilities.
- 13.3 Although some of the old ideas and terminology still prevails within the system, in general the staff in training schools are much more professional in their approach and have been prepared to adapt to change and in some circumstances are expert in their field. It is to the training schools that the organisation of secure accommodation have fallen. The emotive subject of locking

Reference.....

From: C W Donnell
Social Services Inspector

Date: 15 February 1990

Mrs M B Major *19/2*
Child Care Division

REFURBISHMENT OF CHALETS 1 AND 2 - ST PATRICK'S TRAINING SCHOOL

Further to our recent telephone conversation I have had a brief meeting with the St Patrick's Senior Management Team. Having given more thought to the plans, in preparation for that meeting, it seems to me that the following points are worthy of consideration:-

- i. The suggestion of providing for 29 places within the existing Chalets 1 and 2 is excessive, especially at a time when the emphasis is on smaller units.
- ii. There may be sufficient bed space but the living areas appear to be on the small side.
- iii. Some of the best space in the existing building will be taken up by the provision of classrooms.
- iv. The proposals have a tripartite role ie Independents Training Unit, 3 places, Assessment Unit 10 places and two 8 place Units. I think this is rather ambitious in the circumstances in terms of an effective use of space, the provision of a comfortable uncrowded environment and the issues of control of that number of boys.
- v. My brief discussion with the St Patrick's staff suggests that they will totally reject the formal proposal. However, as the plans will be considered by the Property Development Sub-Committee and by the full Management Board at their April meeting, comment from us at this stage in relation to the attitude of the St Patrick's Senior Staff Team to the proposals would be premature.



JOR

Copy to Min Bodyne re.

Mon 1/3 to 2/3.

Mr Alan Shannon
Criminal Compensation Division
Northern Ireland Office
Royston House
34 Upper Queen Street
BELFAST
BT7 6HV

27 February 1990

Dear Alan

In keeping with Social Services Inspectorate practice Mr Donnell recently carried out a follow up visit to St Patrick's Training School to determine how far the recommendations contained in the 1988 Inspection Report had been implemented. A copy of his final report of the follow up visit is attached. At our meeting on 19 February when we considered his draft report I agreed to set out my particular concerns arising from it.

In general terms the follow up report presents a picture of a facility which is in serious physical decay, is poorly managed, suffers from low staff morale but most importantly provides a standard of care for children which has little or no regard for human dignity and which is unacceptable by modern standards. As you know our initial position was to suggest to you that we should advise Health and Social Services Boards that they should not admit any more children to the facility until Chalets 1 and 2 were refurbished and that the chalets should be closed immediately for refurbishment. In discussion we agreed to defer this course of action for a short period to await your receipt of some other reports on the facility notably:

- the report by Estate Services Division on Chalets 1 and 2;
- the report by the member of the St Patrick's Management Board; and
- the report from the Northern Ireland Fire Authority.

On receipt of these reports we would then proceed to urgently consider the way ahead for this school.

Mr Donnell's report is full enough and does not require a great deal of elaboration but I would like to emphasise that if the school is to continue to receive and maintain children then some immediate changes to the physical conditions and practice are essential. The physical conditions will be dealt with by the consideration of the reports referred to above but on the practice side immediate attention needs to be given to:

- staff supervision;
 - night supervision of children;
 - institutional practices;
 - poor management;
 - monitoring arrangements;
 - fire drills/practices; and
 - security arrangements.

As we emphasised at our meeting we in the Inspectorate and other colleagues in the Department feel strongly that this state of affairs cannot be allowed to continue and some immediate remedial action will have to be taken to ensure that the children based in this school receive an acceptable standard of care.

Having registered our concern about the standards in the home and the need for immediate improvement I should add that we are all conscious of the fact that the present difficulties being experienced in the school must be set against a background of uncertainty about the future, declining numbers of young people being admitted, political assurances given by a former Secretary of State and the policy of the Church in relation to the education and religious upbringing of Catholic boys in training schools. For all these reasons we feel that there needs to be an urgent joint approach to dealing with the problems associated with the school to resolve the immediate issues and determine its long term future. This may mean some financial and manpower resources being deployed to assist in this process and I would like to confirm the commitment given at our meeting on 19 February of assistance from the Inspectorate and other units within this Department to facilitate resolution of this problem.

Finally, this latest report has not been shared with Bishop Farquhar and
BR98 [REDACTED] This can now be done and I would welcome an early meeting to
consider the next steps.

Yours sincerely

Kun Co

K F McCOY
Chief Inspector
Social Services Inspectorate

Hidden cc: Secretary
Dr Harbison
Mr Kearney
Mr McElfatrick
Mr Donnell

A special meeting of the Board of St. Patrick's Training School took place on Friday, 23rd March. The planned meeting for 2nd April was also held.

The special meeting was called to discuss Mr. Shannon's letter to the Chairman and the follow-up Inspection Report. These were further discussed at the meeting of 2nd April. Both documents were fully discussed in an attempt to ascertain areas:-

- (1) where the recommendations of the General Report had been satisfactorily implemented
- (2) where the Board had shown undue delay in implementing recommendations for whatever reason
- (3) where the Board and Management had no control over what had not happened
- (4) where the Board considers that true progress made since the General Inspection had not been clearly acknowledged
- (5) which had only arisen since the time of the General Inspection.

*(3) A General - This
 (4) W Board - board
 (1) Mr Shannon
 (2) K McCay (Chair)*

Various members were asked to investigate different areas.

It was thought that some areas e.g. references to the long-term strategy for St. Patrick's Training School, should best be left to the forthcoming meeting of Mr. Shannon with representatives of the Board.

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The long discussion of the two documents took place against a background of dismay at the difference between the tone of the original report and the follow-up report accompanied by Mr. Shannon's letter.

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The original report, Section 17.1 said: "During the very difficult times of the past 20 years the De La Salle Order has continued to provide a residential service in West Belfast for Catholic boys in trouble, from all parts of the Province. At times this has been a very difficult service to sustain and it is to the credit of all the staff, through their commitment and by the leadership given by the Brothers and successive directors, that it has been possible to sustain the quality of care provided for the young people".

In contrast with this the Chief Social Services Inspector now comments: "In general terms the follow-up report presents a picture of a facility which is in serious physical decay, is poorly managed, suffers from low staff morale but most importantly provides a standard of care for children which has little or no regard for human dignity and which is unacceptable by modern standards".

The Board also found surprising the contrast between the reference to the 'full assistance' offered throughout the original inspection and the recurrent use in the follow-up Inspection Report of 'apparently', 'seemingly', 'I was told', 'I do not know but if' etc. which might be taken to indicate that answers were not given to questions asked about such areas rather than, as was the case, such questions were not asked.

Indeed, on re-studying the documentation, members of the Board were worried lest information had been less readily made available to the Inspector than at the time of the original inspection. Members were reassured that this was not the case, and that every co-operation was indeed given.

Minutes of Meeting held on 26.4.90

A meeting between Bishop Farquhar, Fr. P. McCann, Fr. H. Armstrong, Mr. P. O'Driscoll, Mr P. McKeag from the Board of Management, Mr A. Shannon, Mr A. Ireland from the NIO., Dr. K. McCoy and Mr W. Donnell from DHSS, Bro. BR 98 [REDACTED] and BR26 [REDACTED] representing the school, took place in the school on Thursday, 26th April at 10.30 a.m.

The meeting was called to discuss Mr Shannon's letter to Bishop Farquhar. The Bishop opened the meeting with a prayer. He then went on to welcome the officials from the NIO and DHSS., especially Mr Shannon on the occasion of his first visit.

At the outset the Bishop expressed the hope that the meeting would be one of trust and that the good relations heretofore obtaining would be restored. "The Board's primary concern", he said, "was the pastoral care of the young people entrusted to our care". The Chairman then went on to say that it was with shock and dismay that he had received the letter from Mr Shannon dated 12th March. Indeed, he would at that point have fully shared Mr Shannon's sense of alarm. This letter, written against the backdrop of the SSI follow-up report and Dr. McCoy's resultant comments, had caused great disappointment and hurt to the members of the Board and school management.

However, he was slightly less alarmed as he began to examine the use of terminology in the follow-up Report, e.g. the reading and signing of the log-book of major incidents which he as Chairman had personally seen to most carefully was only described as 'apparently' implemented. This use of terminology meant that things described as being at an embryonic stage were probably much more fully developed. He had realised, too, that other areas of alarm and concern e.g. keys and security were entirely hypothetical.

Nevertheless the seriousness of the situation had necessitated an emergency meeting of the Board and every attempt had been made to identify areas of real urgency and to deal with these immediately. He hoped that this would be reflected in the spirit of this present meeting.

At a personal level His Lordship expressed a sense of deep hurt at the reference to "religious discrimination" in the SSI follow-up Report. As one who had been particularly involved in reconciliation work in the community he deeply resented any implication that he would be party to such comments and he was certain that no one had made such allegations. The school management had maintained a good working relationship with various authorities - not always in easy circumstances - and he was very sorry to see alleged claims of religious discrimination being used as a means of cloaking over the fact that justifiable claims for parity of treatment had repeatedly been ignored.

While management would readily admit that there had been shortcomings, especially in the areas of fire protection and some aspects of professional practice, it had to be stated that the continuing failure of the NIO to provide an acceptable standard of accommodation throughout the entire campus could be viewed in a similar way. Indeed, if our failure to decelerate the deterioration in Chalets 1 and 2 constituted "bad management, low staff morale and lack of respect for human dignity", it could equally be said that the NIO's dereliction of its responsibilities could be interpreted as a lack of commitment on its part to the work of St. Patrick's (or even as a sign of low staff morale on the part of the NIO.). Bishop Farquhar went on to say that he would not be inclined to accept the logic in either case.

NOTE OF A MEETING HELD IN ST PATRICK'S TRAINING SCHOOL ON 23 MAY
1990

IN ATTENDANCE: BR98)
BR26) St Patrick's
SPT53)

Dr K McCoy)
Mr V McElfatrick) Social Services Inspectorate
Mr W Donnell)

Dr McCoy explained that the purpose of the meeting was to go over those aspects of the Social Services Inspectorate's follow-up report on St Patrick's Training School relating to professional practice, discuss what progress was being made and agree what further action needed to be taken. He acknowledged that action was already being taken by NIO and St Patrick's in connection with improvements to the premises. The following areas were identified as the main matters to be considered:-

1. recruitment of professionally qualified staff;
2. employment of female staff;
3. staff training;
4. staff supervision;

3. On 28 August I attended a meeting with [REDACTED] SPT26 and Dr Mary Magee. Dr Magee, psychologist, is an independent trainer who is involved with CSS and lectures on the Magee and Jordanstown social work courses. She has been contracted by St Patrick's, subject to NIO approval, to provide a programme of staff development for the 7 senior residential social workers in the school. The initial programme of 4 sessions is geared towards assisting the SRSWs to take on new roles and responsibilities and to develop team work skills. Copies of correspondence and the training profile are attached. If the initial programme is successful it could be extended to all residential social workers and other resource persons used. [REDACTED] BR26 [REDACTED] will continue to exercise responsibility for the training programme.
4. Proposals to completely re-structure the Community Care team and reception facility are well advanced and a new leader for this combined unit will be appointed, hopefully by the beginning of November. [REDACTED] BR98 [REDACTED] is confident that the new leader will be in place soon and arrangements are already in hand to set up an internal trawl.
5. It now seems that developments are moving along satisfactorily and it is pleasing to note that the issues are being tackled with vigour by the Management Board and the Director. If the pace of change continues the situation will show much improvement both physically and hopefully in practice terms by the end of the year. Dr McCoy has asked for a follow-up report at the end of December. If you wish I can let you have another progress report at the end of October.

M. Thompson
for .

C W DONNELL

Encs

to reviews and where necessary reports to court. The use of the system is being monitored by APRU.

Greenhouse Development

This is an interesting and innovative project being developed in conjunction with the Gortnamonagh Parent Youth Support Group. GPYSG currently operate a horticultural project growing organic vegetables and the use of the extensive greenhouses in St Patrick's will complement this activity. The project will involve at risk young people from the community, some of whom will be on probation or community service orders and boys from St Patrick's. The actual numbers involved have yet to be decided. All costings will be met by BATS money and inputs are being given by Department of Agriculture and Greenmount College. An instructor is to be appointed in February with the project becoming operational in April 1991. A joint committee has been established to oversee the project and financial arrangements are being undertaken by St Patrick's. It is hoped to operate the project as Limited Company with Charitable status.

Summary

It will be seen from the development's outline that steady progress is being made in the management of change within the school. There are areas still to be addressed, including the sleeping-in resources and staffing levels will need to be monitored closely. I feel that management in the school are sized of the need to change and modify attitudes and systems. A good structure has been established and staff appear to be tackling the problems with interest and enthusiasm. Senior staff acknowledge that many of the areas of change are as yet at a embryonic stage but they are prepared to keep up the pressure for change and as an Inspectorate we should continue to support and encourage them in their efforts.



C W Donnell

cc Mr A Ireland NIO

*Shan Magot**K27/2
To see & file Pl. b1.*

KC/6/2/91

From: K F McCOY, CHIEF INSPECTOR, SSI
Date: 6 FEBRUARY 1991

~~Mr J Kearney~~
 Mr V McElfatrick
 Mr W Donnell

ST PATRICK'S TRAINING SCHOOL

Following our recent meeting I met Mr Shannon, Northern Ireland Office, on 5 February to discuss his minute of 22 January 1991 and the attached papers.

I indicated that on the basis of Mr Donnell's report of 24 January 1991 on this school that we could not be very critical of the standards of care now applying there. It was clear from Mr Donnell's report that the management staff of the school were making considerable efforts to raise their standards of practice and we were optimistic that this could be maintained.

I also indicated that we would not be willing to support an amalgamation of the two schools on the Rathgael site and that, if the economic argument forced the Northern Ireland Office to put this forward, we would remain opposed to the merger. This view would be based on current thinking about residential care which favours smaller, domestic sized units, which would enable children to participate as fully as possible in the local community. This view is supported by paragraph 9.5 of the Black Report.

I also suggested to Mr Shannon that part of our reasoning for this approach was based on the Department's policy that, where possible, children should be educated in normal schools in the community and suggested to him that perhaps he should be considering whether the time was now right to consider what type of facility users required on the St Patrick's site, ie a school with some residential accommodation or the residential accommodation with minimal school provision only for those whose needs dictated that they were educated on site, say, in secure accommodation.

Mr Shannon agreed to consider the matter further and come back to me at a later date.

Vin. Gay.

K F McCOY
 Chief Inspector
 Social Services Inspectorate

*b1 b2
Copy to main folio
please.*

Phn. b1

**CONFIDENTIAL**

FROM: A D SHANNON
CPJB
9 JULY 1991

*M. kear**17/7/91 CC*

*Copy to Mr. Robinson
per.*

PS/S of S(B & L)
PS/PMG(L)
PS/PUS (B & L)
PS/Mr Fell
Mr Elliot - DHSS
Mr Chesterton
Mr Hamilton
Dr McCoy - DHSS
Mr Keayney - DHSS
Mr McNeill
Mr Ireland

John 16/7/91

1. DUS (B)
2. PS/PMG (B)

FUTURE OF ST PATRICK'S TRAINING SCHOOL

1. The purpose of this submission is to seek a Ministerial steer on future investment in St Patrick's Training School.

BACKGROUND

2. There are 4 training schools in Northern Ireland to which children and young persons are committed by the courts:-

St Patrick's, Glen Road, Belfast: RC Boys

St Joseph's, Middletown: RC Girls

Rathgael, Bangor: Boys and Girls (in practice mostly Protestant but with the occasional Catholic)

Lisnevin, Millisle - RC and Protestant Boys.

The first 3 are "open" settings, occupied by both care and offender cases. The fourth is a secure facility for offenders and remandees. Rathgael and Lisnevin are state owned.

St Patrick's and St Joseph's are owned and operated by the Catholic Church but 100% funded by the NIO. Each school is run by a management board. The Rathgael Board is appointed by the Secretary of State, St Patrick's and St Joseph's by the Church and the Lisnevin Board is comprised of representatives nominated by the other 3 Boards.

CONFIDENTIAL

-7-

the excellent 100 acre site on the grounds that there may be more cost effective options than investing further in a training school, but without success. And an option considered previously, of selling off some land to raise capital, is not considered worth pursuing in view of Church opposition and the small proportion of the total needed which this would produce.

CONCLUSION

11. In terms of value for money there is a strong case for not investing the sums of money necessary to redevelop St Patrick's Training School on its present site. However the difficulties outlined in paragraph 9 are formidable and could only be overcome with unshakable political commitment. It is of course ultimately for Ministers to weigh the political arguments for and against taking on the Catholic Church on an issue of this kind, but I would have thought that, in the absence of a very desirable quid pro quo which we have so far been unable to identify, considerations of jobs, Church/State relationships and public opinion in West Belfast must weigh heavily in favour of finding the money.
12. We have made a bid for £1m in each of the 3 years of the next PES round. Already DFP officials have focused on this bid and have indicated that they believe it is difficult to justify given the alternative of closure and transferring the boys to Rathgael. In view of the tight public expenditure situation at present there can be no guarantee that DFP will accept that the necessary funds will be made available no matter how hard we press. However we do need to know now whether the PMG will be ready to contemplate closure or whether he feels, as we do, that we should argue strongly for funds.

A D SHANNON
9 JULY 1991

REPORT OF A REGULATORY INSPECTION OF ST PATRICK'S TRAINING SCHOOL, GLEN ROAD, BELFAST - 6 AND 7 DECEMBER 1993

Introduction

1. This Regulatory Inspection of St Patrick's Training School was carried out by C W Donnell as part of the integrated programme of inspections conducted by the SSI. The inspection was carried out on 6 and 7 December 1993.

Terms of Reference

2. The inspection was carried out in accordance with the agreed terms of reference:-
 - i. an examination of records required by the Training School rules, guidance issued by the Northern Ireland Office and policies developed by the management board; and
 - ii. interviews with senior staff, staff on duty and informal discussions with some of the young people in the school.

The Children and Young People

3. On Monday 6 December the distribution of the young people within the school was as follows:-

TABLE 1 - 6 DECEMBER 1993

	PRESENT	LEAVE	EXTENDED LEAVE	LISNEVIN	HOSPITAL	ABSCONDERS	OFF CAMPUS	GRAND TOTAL
CHALET 1	11	4	2	1	-	-	7	18
CHALET 2	5	4	1	2		1	8	13
RECEPTION (CARE)	8	5	-	1	-	1	7	15
SAUL (CARE)	7	3	1	1	1	-	6	13
L/T JUSTICE	3	6	6	2		1	15	18
RECEPTION	2	1	-	4		1	6	8
REMANDS	2		-	3		-	3	5
SLEMISH (CSU)	5		2			1	3	8
TOTALS	43	23	12	14	1	5	55	98

The above table shows that the school has a total population on roll of 98 young people. 43 were present on 6 December. It is interesting to note that 15 young people are currently the subject of Training School Orders for Non-School Attendance.

4. **Senior Staff on Duty**

On both days of the inspection all of the senior staff were on duty ie Director, Senior Deputy Director, Deputy Director and 2 assistant Deputy Directors.

5. The total staffing at St Patrick's, excluding catering and administrative staff is as follows:-

Director.
Senior Deputy Director.
Deputy Director.
2 Assistant Deputy Directors.
Principal Social Worker Community Care.
Senior Social Worker Community Care.
3 Social Workers Community Care.
8 Senior Residential Social Workers.
31 Residential Social Workers.
10 Teachers (including teacher-leader).
2 part-time nurses.

6. All of the senior residential social workers are qualified ie 7CRCCYP and 1 CQSW/CRCCYP. Amongst the residential social workers there are 4 holders of the CSS, 4 CRCCYP and 1 CQSW. Within the remaining 22 RSWs, 5 are in the process of completing the Certificate in Social Service and they will be return to full time work at the end of February 1994. Three residential social workers are currently studying for the Diploma in Social Work having commenced their studies in September 1993. The availability of trained staff will be a considerable asset, not only in terms of qualification but also will do much to ease the staffing situation numerically. At the time of the inspection the staffing complement was greatly depleted as a result of the present 'flu epidemic.

Residential Provision

7. The units of accommodation have not changed since the last Regulatory Inspection in September 1992. The accommodation comprises of Chalets 1 and 2 (a double unit used for Care young people), a long term Care unit Saul (located in the main school building), Reception (Care) again in the main building and Shamrock House, a free standing Close supervision unit. The young people in Justice are accommodated in 2 wings of the main school building.
8. Within the next 12 months there will be a considerable change in accommodation with the completion of the Care Reception Unit which is currently under construction, in the Spring of 1994 and the projected completion of the Justice Units later in the year. The opening of the new units will enable the freeing up of the accommodation in the main school building and will provide for the accommodation of the young people in modern units which will incorporate the latest materials in terms of design and fittings.

9. After the completion of the new units, Chalets 1 and 2 will be next in line for refurbishment. The ground floors of Chalets 1 and 2 are in a reasonable state of repair and decoration but the 3 bedded rooms are in need of redecoration. Chalets 1 and 2 were very clean and tidy which reflects well on the domestic staff.
10. Slemish House, the close supervision unit, is in a good state of repair and new living room furniture has recently been acquired. The ground floor is due for redecoration and the unit is bright, warm and has a pleasant feel to it.
11. Every effort has been made to make the units in the main building as comfortable and pleasant as possible. Each unit has accommodation for up to 13 boys in single rooms plus a games room, TV room and lounge. The unit also has staff office accommodation and a night supervisor's office. It has not been easy to create a sense of unit identification within the school building as the sleeping accommodation, toilets and recreation areas are located some distance from each other and in some cases on different floors. All of the staff are looking forward to occupying the new units when they become available in 1994.

Slemish House Close Supervision Unit

12. At the time of the inspection there were 8 young people on the roll of Slemish. Three were in residence, one was working out, one was on a flexi-care programme and there was one absconder. Admission dates showed that the young people on roll have been accommodated for periods ranging from one month (Place Safety Order) to 10 months. One boy was first admitted to Slemish House on 10 September 1992. This young person was charged with assaulting a member of staff and at the Juvenile Court on 13 October 1993 was placed on Probation for a period of one year with a Fourth Condition that "he continues to attend the behaviour modification programme as directed by his supervising officer". It seems that due to some administrative oversight the court made a Probation Order whilst the Training School Order was still valid. Probation Orders and Training School Orders are not permitted to operate in tandem. This matter was raised with the Director and the Northern Ireland Office with a view to regularising the situation and applying for the discharge of the Training School Order.
13. There were no young persons in separation at the time of the visit. A scrutiny of the separation record shows that this method of control appears to be used sparingly; the last removal having taken place on 10 November 1993. It is noted that the option is now being used less frequently and periods of separation are much shorter. The records are being monitored regularly the most recent scrutiny having been carried out by BR90 on 5 December 1993. The records show that the school nurse makes frequent checks on hygiene in the unit. In addition to the waking night supervisor a member of care staff also sleeps in the unit nightly.
14. Reference has been made earlier in paragraph 12 to the length of stay in Slemish House. Research clearly demonstrates that excessively lengthy periods in security tends to have a negative effect on young people. The time spent in security should concentrate on reducing the risk factor in the behaviour that led to

the admission and when this has been controlled further work should be continued in an open setting. It is recommended that management address this issue and develop a policy which, inter alia, gives the Admission Panel a review function to reflect on the progress of the young person in Slemish and in particular the length of the placement.

Physical Resources

15. Apart from the building of the residential units the other resources on the site remain unchanged. The games hall, gymnasium and the swimming pool are fully operational. The grounds to the front entrance of the school are tidy and well kept. With the building of the new units taking place at 2 separate locations on the campus and the previously adverse weather conditions, the grounds to the rear of the main school building are in poor condition.
16. A piece of land, adjacent to the Brothers' house has been cleared and drained as the first step to the creation of a Sensory Garden, which will be associated with the now well established Woodlands Community Garden. The Sensory Garden, when completed will provide a range of horticultural opportunities for the elderly and handicapped through the provision of elevated flowerbeds, fragrant plants and flowers and a barbecue area. This imaginative project represents another example of the school's outreach programme to the local community in West Belfast.

Compliance with Training School Rules

Rule 10(3) - At Least Monthly Visiting by a Member of the Management Board

17. This function was last carried out by Canon Peter McCann in September 1993. A report of his visit is on file. As suggested in previous reports the visitors now appear to be concentrating on contact with the young people; a necessary and important aspect of their visits. Other visits will take place before the end of December. Formal visits by local members should take place at least once monthly. Other records show that the school is visited regularly by board members including the Chairman. However, to comply with the requirements of Rule 10(3) it is recommended that the formal visits by members, who report to the Board be carried out at least monthly.

Rule 14(B) and (3) - Fire Precautions

18. BR94 [REDACTED], Assistant Director (Justice) is responsible to the Director for the supervision of fire drills throughout the school. Previous recommendations about fire drills are being fully complied with and drills are carried out monthly. Details of unit drills are as follows:-

Reception/Saul	-	25 November 1993
Justice 1 and 3	-	25 November 1993
Chalets 1 and 2	-	25 November 1993

the Licensing/Review Committee. The review procedure is structured through the work of 2 panels - A and B. The panels last met on 25 November 1993. Full and detailed minutes of the work of the 2 panels were presented for scrutiny and they are satisfactory.

Rule 50 and 51 - Medical and Dental Arrangements

29. There has been no change in the medical arrangements at the school since the last inspection. Dr Lowry and the 2 part-time nurses provide the on-site cover for the young people. All the boys receive routine 3-monthly medical checks and dental inspections are carried out at 6-monthly intervals by Mr Blaney, a local dentist. Boys attend the dental surgery in the community.
30. Discussions with Dr Lowry reveal that he is not totally satisfied with the present method of collecting statistical data on the young people in the school. He feels, apart from the obvious advantages of computerising the medical data on the young people, a more intelligent gathering of the information would enable health education programmes and other aspects of his work at St Patrick's to be greatly enhanced. Dr Lowry's own practice is fully computerised and he would be keen to bring the keeping of medical records at St Patrick's on to the computer in his surgery. The suggestion by Dr Lowry merits support and the senior management of the school are seeking financial provision to enable the strategy to be implemented. The suggested computerisation of the medical records is in line with the Rathgael plans for the development of a similar approach.

Conclusions

31. All of the residential units were visited during the course of the inspection. Bedrooms were seen at random and kitchens, ablution and living areas were also visited. Although Chalets 1 and 2 require refurbishing the standard of cleanliness and tidiness was high and a comfortable atmosphere prevailed. None of the young people spoken with had any complaints to make about the standard of care being provided but several in Chalet 2 did complain about not getting increases in pocket money to compensate for the recent increases in the cost of cigarettes. The efforts of staff to promote a no smoking policy seems to have met with limited success. It must be said that despite the efforts of staff there still appears to be a high incidence of smoking amongst the young people. The complaint about the price of cigarettes may appear to be facetious but it does point out the high level of addiction to tobacco amongst the boys.
32. There has been a substantial increase in the number of Training School Orders being made for non-school attendance. Currently there are 14 such orders in St Patrick's. Approximately 8 committed boys are attending on a day basis at present. Some travel a good distance but prefer that to attending their own schools. The present level of admissions for education, coupled with the number of care referrals are silting up the beds in Reception. This issue is being addressed by the senior management group following an approach from the Senior Social Worker in the Community Care team. Alternative methods are being

examined in an effort to increase the throughput in short-term Care (Reception).

33. BR90 [REDACTED] is taking a more direct interest in the operation of the educational component at the school. He feels there has been an improvement in the running of the school and generally morale is now much higher. It is [REDACTED] 's view that behaviour in the classroom has also improved as has the performance of some of the boys.
34. The Independent Representation Scheme, which was launched in December 1991 is not functioning at present. The Scheme which was launched in association with the West Belfast Parents Youth Support Group, has been experiencing operational difficulties of late. It is being suggested that the main problem is the inability of the WBPYSG to effectively carry out the co-ordinating role which is crucial to the success of the Scheme. The original scheme was perhaps over ambitious with the independent representatives being made available to all the young people in the school. Nationally independent representation tended to focus more on young people in secure units. The St Patrick's scheme drew on a range of people, some of whom have connection with the Management Board and their ability to be seen to be totally independent may have caused some confusion for the young people. Discussions are currently taking place to reactivate the scheme jointly with Save The Children Fund. It has been pointed out that NIACRO is operating the scheme for Lisnevin Training School and thought should be given to using the service of that organisation who have developed expertise in the field. At present no decision has been taken on the future direction of IR in the school.
35. Reference has been made in Paragraph 12 of this report to the periods that young people are spending in Slemish House. It is the view of the Inspectorate that the periods are too lengthy. Whereas it is not possible to be definitive about the time a young person should spend in secure accommodation research tends to support the view that lengthy periods are likely to produce negative patterns in the behaviour of the young people.
36. Examination of the records in the residential units clearly show that regular visiting of the units and the monitoring of records by senior management is taking place. With the building of the new units well underway there is the sense of expectation among staff who, understandably, are looking forward to the opening of the new premises. Generally the morale of staff appears high and management reported favourably on the present operation of the school. Nothing untoward came to notice during the course of the inspection and the attention of management is drawn to the recommendations in the following paragraph.

Recommendation

37. i. Management should examine the length of time being spent in Slemish House and examine the means of reviewing and overseeing the length of placements. (Para 14)

- ii. Steps should be taken to ensure that formal visits by Board Members are carried out at monthly intervals. (Para 17)

BRIEF FOR THE GENERAL INSPECTION OF ST.PATRICK'S TRAINING SCHOOL - 1995

1. Introduction

1.1 This inspection forms part of a programme of inspections of training schools conducted by the Social Services Inspectorate on behalf of the Northern Ireland Office. Each training school is subject to a general inspection every four years. Regulatory inspections are conducted annually in the years that the schools are not subject to general inspection. In addition a series of unannounced visits are made to the schools.

2. Aims and Objectives

2.1 The primary aim for the inspection of St.Patrick's is to examine the policies, procedures, practices and monitoring arrangements for the provision of residential care in the school and to make recommendations where appropriate.

2.2 Within this overall aim particular attention will be paid to the following topics during the inspection:-

- a. the aims and objectives of the school in the context of the overall provision of child care and criminal justice services in Northern Ireland;
- b. the adequacy of the management arrangements;
- c. the staffing of the school;
- d. a profile of the boys;
- e. an assessment of the quality of the service being provided and
- f. compliance with statutory rules and regulations.

2.3 In the context of the assessment of the quality of the service being provided it is intended to make use of the standards based approach to inspection that the Social Services Inspectorate has used in children's homes during the last two years. During this exercise the Inspectors will examine policy and practice at St.Patrick's in relation to nine of the standards specified in "Quality Living: Standards for Services for Children Living Away from Home".

2.4 They are:

- a. the right to a homely and safe environment;
- b. the right to be protected;

- d. A pre-inspection meeting will be held with senior staff of the school and any members of the Management Board who wish to attend to explain the process and methodology and answer any questions on the inspection;
- e. The fieldwork [work] will be conducted during an approximately one month period (see section on timescale). Time will be spent reading records and in discussions with senior management, house unit and other staff and with residents;
- f. If any matters emerge which cause the Inspectors to have concern about the welfare of the young people, they will be brought to the attention of the Director and Chairman immediately;
- g. A draft report on the school will be prepared after the fieldwork has been completed and sent to the Director with a request that it be checked for factual accuracy. The final version of the report will be issued to the Northern Ireland Office which will be responsible for further distribution.

5. Personnel

5.1 The inspection team will consist of Mr.Victor McElfatrick, Inspection Manager; Mr.Chris Walker, Lead Inspector and Mr [REDACTED] DL 521.

6. Timescale

6.1 It is estimated the Inspectors will need to spend four days in each of the house units plus another two days with senior managers and other staff making a total of 30 "man-days". The fieldwork will commence on Monday, 13th March and, if it can be completed without interruption, should be finished by 31st March. The draft report will be sent to the Director before the end of April 1995.

for factual checking when is NIS?

RECOMMENDATIONS

38. Three matters require attention:-

- i. The practice of recording visits by senior staff to units, currently in operation in Slemish House, should be extended to all units. (Para 11)
- ii. The keeping of records of visits by Board Members should be improved and members should ensure that as many young people as possible are spoken to during the course of their visits. (Para 15)
*frequent
& various to
improve*
- iii. A record of the daily routine in the school should be maintained: Rule 26 (Para 21).

6. LESSONS TO BE LEARNT FROM THE CASE PARTICULARLY IN AREAS SUCH AS THE TRANSFER OF CHILDREN TO TRAINING SCHOOLS, SUPERVISION OF YOUNG PEOPLE WITH CHALLENGING BEHAVIOURS AND ABSCONDED.

- 6.1 The circumstances of [REDACTED] SPT 81 reception into the care of the Western Health and Social Services Board, his behaviour in Nazareth Lodge and Harberton House, the reasons and the arrangements for his transfer to St.Patrick's and the care and supervision that he received there have been described and commented on in the preceding sections. The recommendations that the Inspectors have made constitute the lessons that they think should be learnt from these tragic events. However, some of the broader and more important factors are summarised here.
- 6.2 Although this review has concentrated on the circumstances surrounding [REDACTED] SPT 81 move from Harberton House to training school and the care that was provided for him there, the Inspectors think that it should be noted that if a suitable foster home had been available for him it is unlikely that any of these events would have occurred. It is in this light that they recommended that a review of the fostering service in the Board's area should be conducted.
- 6.3 In section 3 the reasons for [REDACTED] SPT 81 transfer from Harberton House to St.Patrick's were discussed. Although it is agreed that residential care was not a suitable placement for [REDACTED] he was making some progress in Harberton House in the early part of 1994 when the allegations about his involvement in a sexual assault on a girl came to light. Almost immediately the question of a transfer to training school was raised with him which he may well have perceived as yet another rejection in his life. Given the stress of the Police investigation on top of all the other problems he had been experiencing in his short life, it is not surprising that his behaviour deteriorated further. This gave further cause for consideration being given to moving him. Although the Inspectors recognise the importance of protecting other children it is possible that further consideration may have shown that the work the Western Board's staff envisaged being done during a comparatively short placement in the training school before returning [REDACTED] SPT 81 to Harberton House could have been accomplished without the additional trauma of moving him.
- 6.4 Given the general agreement that residential care was not the most appropriate form of care for [REDACTED] SPT 81 the reasons for his move remain rather unclear. The records show that it was referred to as a period of "time out", apparently meaning that the move was only intended to be temporary. However, the Board staff had little knowledge of the services that St Patrick's could offer or whether they could realistically be expected to significantly alter [REDACTED] SPT 81 behaviour in a short period to justify it. There would have been a number of factors to suggest that moving him would be likely to have at least some negative effects. They include the

established evidence that any move, in itself, can be expected to have an adverse effect on a child in the care system. There would also inevitably be some dangers in moving a boy from his own home area to West Belfast particularly at a time when civil unrest was still continuing. Furthermore, while in training school he would almost certainly come under the influence of older children. All these factors, together with Aisling House's lower staffing ratios than those in Harberton House make it difficult to come to the conclusion that St Patrick's could be expected to achieve enough to more than balance the likely negative effects of the move.

- 6.5 Aisling House is described as an assessment unit and the records also show that the staff in Harberton House were asking for various aspects of **SPT 81** life and his behaviour to be assessed during his stay there. However, Harberton House is also an assessment unit so it is again difficult to see what a period of assessment in the training school could achieve that could not have been achieved in the children's home. The Western Board staff did request that **SPT 81** be referred to APRU for a psychological assessment (the effect of this request immediately extended the likely period of his stay to beyond the initial five weeks) but the Board's records show that he had already been referred to its own Child and Family Psychiatric team who had concluded that a further psychological assessment was unnecessary.
- 6.6 Also in Section 3 reference is made to the more general problem of the placement of pre-teen children in training schools. It refers to the agreement between the Chief Executive and the General Managers in 1992 that such use of the schools would diminish other than where secure accommodation could be justified. However, in the subsequent two years there did not appear to have been much progress. The Inspectors recommended that the Western Board should issue policy guidance to its staff on this matter including a procedure for decisions on such placements to be taken at a senior level.
- 6.7 The adequacy of the information on **SPT 81** background and behaviour provided by the Board to St Patrick's are covered in Section 4 of this report. Eventually a reasonable level of information was provided but the Inspectors were concerned that during almost two months between the time he was referred and when he was admitted there was no contact between the two agencies other than telephone calls. It appears that a good opportunity to share information, make plans for the placement and discuss whether it would be the best means to achieve the desired results was therefore lost.
- 6.8 In section 5 the Inspectors have made a number of comments on the arrangements in St. Patrick's for **SPT 81** care and supervision and recommendations for changes for the future. One of them concerns the inadequacy of the staffing levels. It is difficult to justify moving a difficult and disturbed boy from a children's home to a unit in a training school if

that training school unit has significantly fewer staff than the children's home. In the Inspectors' view the staffing levels currently allocated by St Patrick's management do not adequately take into account the special demands of work in an assessment unit. It was noted that the school does not even employ in Aisling House the full number of staff for whom it receives funding. Furthermore the duty rota does not make the best use of the people available and, in some respects, appears to be designed for the convenience of the staff involved rather than for the best supervisory arrangements for the children. A further concern was the apparent inadequacy of the arrangements for senior staff cover to resolve problems and difficulties. Given the additional duties associated with a short term reception and assessment unit the Inspectorate believes that there is a need for a review of the existing staffing provision in this unit. It is also necessary to review the way in which staff are deployed to ensure that it is in the best interests of the residents.

- 6.9 The assessment process in Aisling House currently appears to lack a firm focus. The Inspectors have suggested that consideration should be given to adopting a more structured approach.
- 6.10 There is considerable reliance on the use of the quiet rooms and Slemish House, both of which are forms of secure accommodation, as responses to poor behaviour. This may be because the current staffing levels are not adequate but it is not considered to be most appropriate way for a care unit to attempt to modify behaviour. Furthermore this method will probably not be legal following the implementation of the Children (NI) Order 1995.
- 6.11 Most importantly, however, is the response to absconding in the school. The records show that absconding levels are very high and it is a problem which staff find difficult to control. Whilst the Inspectors were told that both management and staff treat it seriously it is felt that a more strategic approach is needed if it is to be tackled effectively. While it is not expected that absconding will be completely eliminated the current levels are too high and they should not be treated as inevitable. Given that a considerable amount of work has been done to try to reduce absconding in another training school in Northern Ireland the lessons learnt there should be passed on to St. Patrick's. The Inspectors have made a number of suggestions which should enable the school to monitor absconding more closely and develop a strategy to reduce it.

6. Ins.

Already
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to NIO from
an U/A
visit to
Aisling Hse
in

RECOMMENDATIONS

1. It is recommended that the Western Board should commission a review of its fostering services with a view to achieving an improved level of availability. (Paragraph 3.2)
2. It is recommended that St.Patrick's Training School should prepare an information leaflet for referring agencies outlining the services that they can offer. (Paragraph 3.4)
3. It is recommended that the Western Board should prepare guidance for its staff on the admission of young children to training schools. (Paragraph 3.7)
4. It is recommended that Place of Safety Orders should not be used to transfer children to training schools other than in emergencies when the school is in a position and willing to admit them immediately. (Paragraph 3.9)
5. It is recommended that when children are transferred from Board accommodation to training schools the time prior to admission should be used to provide the school with information about the child's history and behaviour and to make firm plans about how the placement will be used to achieve identified objectives. (Paragraph 4.5)
6. If it is found that boys are absconding from Aisling House through doors that are difficult for staff to supervise consideration should be given to fitting them with alarms. (Paragraph 5.2)
7. It is recommended that consideration should be given to providing a more structured approach to the assessment process. (Paragraph 5.12)
8. The use of secure accommodation as a response to misbehaviour should be reviewed. (Paragraph 5.16)
9. It is recommended that the Northern Ireland Office should issue guidance to the training schools on the use of secure accommodation and the schools' management boards should incorporate it into revised procedures for their staff. (Paragraph 5.19)
10. It is recommended that care should be taken to consider the dangers of children being drawn into absconding behaviour by their placement in group containing persistent absconders. (Paragraph 5.23)
11. It is recommended that the conclusions and recommendations made in the study of absconding in another training school should be made available to St.Patrick's and that a similar exercise should be conducted there. Paragraph 5.27)

12. It is recommended that an information system should be developed to enable staff to monitor absconding and develop a strategic approach to tackling the problem. (Paragraph 5.28)
13. A fundamental review of the care arrangements should be conducted to identify ways of reducing the level of absconding. (Paragraph 5.29)
14. It is recommended that the recent change in the procedures whereby the Police are informed that boys are missing immediately their absence is noted should be incorporated into a revised manual of guidance for staff. (Paragraph 5.30)
15. St.Patrick's management should ensure that Aisling House is staffed to the levels allowed for in the funding provided by the Northern Ireland Office. (Paragraph 5.31)
16. It is recommended that the funding made available by the Northern Ireland Office to staff Aisling House should be reviewed. (Paragraph 5.32)
17. The Team Leader should be removed from the duty rota to enable him to concentrate on the management of his staff. (Paragraph 5.33)
18. Each house should be staffed to provide adequate cover without having to draw staff from other units. (Paragraph 5.34)
19. Double shifts and other long periods of duty should cease. (Paragraph 5.35)
20. The staff hours used in "mid duty" shifts should be used to provide better coverage at weekends. (Paragraph 5.36)
21. It is recommended that at least two people should be on duty in each unit at all times when children are present. (Paragraph 5.36)
22. Management should take responsibility for ensuring that house units have adequate staff cover at all times. (Paragraph 5.37)
23. A member of the senior management team should be available on the campus at all times and staff should have a means of gaining direct access to him. (Paragraph 5.38)

From: H V McElfatrick

Date: 3 May 1995

Dr McCoy

SPT 81 REPORT

I had a rather difficult meeting with Mary Madden this afternoon regarding the SPT 81 report. The meeting was called ostensibly to discuss my request for financial support to cover administrative backup for the criminal justice inspectors. I have given you information on NIOs proposals for dealing with the administrative support arrangements ie locating the 2 inspectors in Massey House where they would be provided with admin support. They accept that the inspectors would still have to be accountable to me, but clearly feel the need for closer ongoing contact with inspectors so that they have advice on tap as they require it.

On the SPT 81 report they are disappointed that the report does not give them enough on the deficiencies of management in St Patrick's. It is clear Mrs Madden feels there is much that is wrong in St Patrick's and she has been looking to the Campbell report to use as ammunition to criticise the management committee and the senior managers in the school. I said we would review our notes but I said we could only report on what we found and we had concentrated primarily on the circumstances surrounding SPT 81 death and the care provided for him while there. Using this we had reported as faithfully as possible what we found. Our investigation did not extend to consideration of the adequacy or effectiveness of the management board. We had been critical of management where we perceived their shortcomings as they impinged on the care of William Campbell but could not go beyond what we had evidence to support.

Mrs Madden would also like us to have acknowledged in the report any deficiencies in the inspectorial arrangements eg is the frequency of inspections as agreed with NIO adequate to provide CJSW with the intelligence they need to assure them about the quality of care being provided? I acknowledged that our current arrangements were for each school to be subject to a major inspection every fourth year. The regulatory inspections and the unannounced visits were unlikely to pick up the level of information NIO now appeared to be expecting. If this was what was expected it would call for additional resources. There was also the question of whether it would be appropriate for SSI to be used in a constant monitoring roleie visiting the schools every week to check numbers, staff cover etc. This was more properly the responsibility of management who needed to put proper monitoring arrangements in place. SSI could then periodically check whether management was fulfilling its responsibilities.

It was left that I would review our report with Chris Walker and in discussion with you consider whether anything additional should be incorporated in the report.

I think the NIO reaction , which is basically a defensive one, puts some strain on our relationship. My feeling is that we can only do what we have evidence to support and I doubt if we can provide Mrs Madden with the type of hard hitting evidence she hoped we might come up with. I would however welcome a discussion with you as to how we might deal with this situation. It certainly suggests to me that NIO are uncomfortable with the idea of our independent role and I think they would like to have been able to influence the content of our report. This suggests to me the need for a fundamental review of the role we play in relation to NIO work may need to take place. I know you have in mind to raise this with Jim Daniell. I think it is necessary to take this forward now to see if future misunderstandings can be avoided.

I should add that Jack Conway contacted me to say he was satisfied with the report from a legal point of view. He had discussed it with John McMeel and they both seem to be content with it from a legal perspective

H V McElfatrick

Terms of Reference for Review by SSI

To review the circumstances leading to the death of [REDACTED] on 15 August 1994 and to consider:

SPT 81

- the reasons for his transfer to St Patrick's from the Western Board;
- the adequacy of information about his background and behaviour provided to the Training School by the Board;
- the arrangements for his care and supervision in the Training School;
- the events leading to and the circumstances surrounding his absconding on 14 August 1994;
- lessons to be learnt from the case particularly in areas such as the transfer of young children to Training Schools, supervision of young people with challenging behaviours and absconding.

- 5.24 Some of the records in Aisling House examined by the Inspectors suggest that absconding from the school is not always treated as seriously as it might be. For example a number of the reports on case files do not suggest that the dangers of an eleven or twelve year old boy being missing for several days are fully recognised. Some of them are written in style which suggests that they may not be treated with the seriousness they deserve. Furthermore there is little indication that the reasons for the absconding are followed up or discussed with the boy following his return. Staff appear to take the view that, since it is an open unit, there is little that they can do to stop absconding if the boys are determined to go whereas experience elsewhere shows that a considerable amount can be done to reduce the risks by identifying them systematically and providing additional direct supervision when necessary.
- 5.25 Absconding is a serious issue and steps need to be taken to address the problem as a matter of urgency if the current levels are to be reduced. There are obvious dangers when children as young as eleven remain out of adult supervision and care overnight or for even longer periods, particularly during a period of civil unrest as is amply demonstrated by SPT 81 tragic death. However, there are also risks that the young people can become involved in delinquent activities. It can instil a sense of failure among staff and seriously damage the reputation of the school.
- 5.26 A review of the literature on absconding suggests that there is likely to be more absconding by young people in short term care units, particularly when they are uncertain about their futures. It is also more likely to occur when there are high occupancy levels. All these factors apply in Aisling House which would suggest that the risk of absconding may be higher there than in other units on the St.Patrick's campus.
- 5.27 The incidence of absconding from the other large training school in Northern Ireland has also been high. As a result of public concern about it a special study was undertaken by APRU in 1991. This study helped the school's management to identify a pattern of absconding in terms of the type of young people most likely to abscond, the times of the day and even the season of the year at which they were most likely to leave, the house units with the highest levels of absconding and the types of supervision which gave the highest and lowest levels of risk. Having identified the risk factors management were able to develop a fifteen point strategy to tackle the problem. It is significant that when the situation was reviewed a year later the levels of absconding in the school had been significantly reduced. The Inspectors were concerned to be told that the lessons learnt in the exercise were not shared with the staff of St.Patrick's. It is recommended that at least the conclusions and recommendations should be made available and that a similar exercise should be conducted in St.Patrick's.



St. Patrick's Training School

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GLEN ROAD,
BELFAST
BT11 8BX.

Mr Allan Johnston,
Principal Officer,
Criminal Justice Services Division,
Northern Ireland Office,
Royston House,
34, Upper Queen Street,
BELFAST. BT1 6FD

29th September 1993

Dear Allan,

Re: Consultation on Social Services Inspection.

Your letter of 25th August 1993 refers.

I am aware that current arrangements for the inspection of residential Care facilities for children are inconsistent in many ways and that major changes in inspection arrangements are being considered in line with the new Children's Order, Citizens Charter etc. While I confess to being somewhat unsure about the full details of these new arrangements I have considered the documentation you forwarded and can make a number of general comments.

I would welcome the involvement of trained lay members in all inspections as a very positive step, particularly if they have had direct experience of residential child care, either as a provider or a user. The involvement of lay people in this way can only enhance public and user confidence in the objectivity and independence of the report and thereby give the report greater weight and credibility.

I would also welcome the introduction of national standards and procedures for Inspectors which would help ensure fairness and objectivity across the spectrum of care. This would entail detailed standards and indicators being available to Inspectors not just of building design, record-keeping and staff quality, but of the quality of life for children and young people, implementation of basic rights, and protection. There is, of course, a considerable amount of evidence from previous enquiries into abuse of children in residential care which could be used as reference for drawing up a list of indicators of the type of regimes that are likely to lead to abuse, e.g. isolation from the community, high turnover of staff, high incidence of absconding, frequent outbursts of violence, high rate of self-injury and involvement of the Police and the like. These, at least, should be included in any list of indicators. I believe that this list could also be helpful to Managers of residential child care facilities for monitoring purposes.

On the issue of Inspection Reports on residential homes for children being made public, I would have some reservations. At present there is no legislative requirement for such reports to be made public. However, as in education there is a general move towards publication and one would have to accept that these reports rightly belong in some way to the public domain.

- 2 -



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There is a difference though between education reports and child care reports, particularly in the nature of the client group. Reports on child care facilities for example would very likely refer to the reasons why the children were admitted to Care. This would often highlight incidence of incest, sexual and physical abuse etc where the young person was either victim or perpetrator. This I feel could lead to the further stigmatisation of children in Care and as a consequence disadvantage them in relation to job prospects etc. In this respect Inspectors would need to be very circumspect in ensuring not only the individual's rights to privacy and confidentiality but also that the client group as a whole were not stigmatised and isolated any further. If this can be achieved then I think that it is certainly right that at least the children themselves, relevant authorities and in most case parents should see the Report. I would also add that the important rights to privacy and confidentiality of individuals and client group should never be used as an excuse for preventing publication of non identifying material which rightly should be public.

I hope you will find the above comments helpful.

Yours sincerely,

.....
BRO [REDACTED] BR 26

(Director)

DO'R/AK

8. CONCLUSIONS

- 8.1** The preceding sections of this report have been written in a blunt and direct style. This has not been done to cause offence to the many people who have devoted much of their lives to the running of St Patrick's in either voluntary or professional capacities. The intention has been to clearly demonstrate that it is at a crossroads both in its own existence and in the existence of the training school system as a whole. Almost everyone with whom the Inspectors spoke, senior staff and Board members alike, expressed the view without prompting that many aspects of the management of the school are far from satisfactory and urgent action is needed to rectify them. The differences lay in whom they attributed responsibility for the failures and whose task it is to take the necessary action.
- 8.2** In the Inspectors' view responsibility for the management of St Patrick's lies unambiguously with the members of its Board of Management, not with the De La Salle Order or with the Northern Ireland Office. The Trustees need to ensure that the Board is composed of members who not only meet the legal requirements but also have appropriate and up to date knowledge of the "business" in which the school is engaged and the drive to ensure that when action needs to be taken it is attended to.
- 8.3** The Board needs to ensure that it has the best possible staff for the school in terms of appropriate professional social work qualifications, management skills and determination to implement change. The members must decide whether this can be done within the present arrangement with the de la Salle Order or whether they need to take a more direct role in the management of the school.
- 8.4** The Inspectors are particularly concerned by the lack of senior staff with professional social work qualifications and the limited range of experience of the remainder, most of whom have not worked in social services or other settings outside the training school system. The Board need to consider whether these deficits can be overcome with training or whether it will be necessary to recruit staff with the necessary qualifications and experience to replace them.
- 8.5** It is recognised that none of these are easy questions to answer but if left for the future it is likely that the appropriate time to "grasp the nettle" will have passed. It is almost inevitable that some difficult decisions will have to be made in the very near future. However, unless they are taken it is likely that St Patrick's customers, on both the justice and care sides of the school, will find that the services that they wish to purchase will be provided better and more cheaply elsewhere. If that happens it will be difficult to ensure the future of an institution that has made such a contribution to the welfare of young people in the past.

**INQUIRY INTO HISTORICAL INSTITUTIONAL ABUSE
1922 – TO – 1995
MODULE 7
TRAINING SCHOOLS AND YOUTH JUSTICE INSTITUTIONS**

WITNESS STATEMENT OF MARY MADDEN CBE

Background

1. I am currently Head of Personnel and Office Services Division (POSD) in the Department of Justice. My main areas of responsibility include:
 - To continue the programme of work to achieve Human Resources (HR) Shared Services across the DOJ;
 - Ensure smooth transition of HR Services from Northern Ireland Prison Service to POSD;
 - Provide high quality HR services to customers and stakeholders, guiding businesses through changes that will occur in staffing arising from the Voluntary Exit Scheme (VES);
 - Ensure business areas are appropriately staffed after VES;
 - Deliver and provide high quality service on Procurement, Estate Management, Learning and Development, Health and Safety and Security across DOJ.
 - To deliver improved levels of performance and tackle under performance.
2. I joined the Northern Ireland Office (NIO) on 27 January 1992. Prior to that date I was a Solicitor in the Crown Solicitor's Office. The NIO had planned to carry out a fundamental review of Criminal Justice and I was invited to join the NIO to assist in that review. Although I would be working in a general grade, my legal skills were viewed as being advantageous to the project.
3. When I arrived the NIO was restructuring to create a new Directorate – Criminal Justice – headed by a newly appointed Home Office Official, John Lyon. The Directorate would consist of three Divisions – Criminal Justice Policy; Criminal Justice Services; and Police Division. I arrived as this restructuring was being finalised and was assigned to the newly established Criminal Justice Services Division. Within this Division three major areas of work were brought together (each headed by a Principal/Grade 7) – Probation; Training Schools; and Emergency Planning (the handling of major incidents

whether as a result of terrorist or non-terrorist action). In addition to heading this Division a major part of my job would be working on the project team, under the direction of John Lyon, carrying out the fundamental review of all aspects of the Criminal Justice system.

4. Prior to my arrival, Alan Shannon had responsibility for two of the three areas – Probation and Training Schools – handing over responsibility to me on 27 January 1992. As I had never worked in the NIO before that date, nor in my professional life dealt with any matters concerning or arising from Training Schools, I cannot provide any information as to what may or may not have happened before I joined the Department.
5. When I took up post there was a well-established working relationship between the Schools and the Department supported by experts in the area of child protection and social work and also in the area of finance. I understand that Alan Shannon, who held the post previously to me and who worked in the NIO for a longer number of years within the remit of the Inquiry, will set out in detail the nature of the relationships between the Department, the Social Services Inspectorate and the relationship between the Department and the Schools. There was no change to these arrangements during my time as head of Criminal Services Division except that I had to develop my own personal relationship with each of the schools and those colleagues who provided expertise and advice to the department.
6. During the period I was in post, the day to day working contact and oversight with the Training Schools was handled by the head of the branch. Allan Johnston initially held that post during my time, and latterly it was John McCartney. They dealt with all financial matters, ensuring good governance and the proper application of departmental policy, rules and guidance. They would deal with one-off individual matters or issues that arose working with the staff at the schools to resolve them. The head of branch would have brought matters to my attention if they were grave or of high significance. For example, I received a phone-call one evening from Allan Johnston advising me of a serious disturbance at Lisnevin when a number of boys had overpowered staff in the dining hall, proceeded to lock themselves in, and

where they wrecked the place and set the furniture alight. The staff had managed to regain control when the Fire brigade had arrived to put out the fire by breaking into the room. That same evening Allan Johnston and I travelled to Lisnevin to see for ourselves the extent of the damage, to ensure the staff and the boys were uninjured, to hear from the staff what had occurred and to satisfy ourselves that the situation was resolved. While Ministers and senior staff were kept informed of these matters, a full report was put into the system the following day¹ (paragraph 1.5 of Exhibit 1 refers).

7. As a general rule the head of branch would keep me informed of what was happening and I, in turn, would keep John Lyon, my line manager informed of developments. I would become directly involved in issues when it was necessary to reinforce messages – for example in financial management and good governance - or when major decisions had to be conveyed – for example, when we had taken the decision to invest capital in either new builds or refurbishment in existing buildings. I remained in this post until 26 October 1995 when I moved to become head of Financial Services Division in the department.
8. Most of our engagement with the Training Schools, whether with the individual institution or all four schools together, was through formal meetings. Where issues crossed all four schools those meetings invariably would have been chaired by either John Ledlie or John Lyon. For example, John Lyon regularly held meetings to discuss with the practitioners the review of the Criminal Justice system and some of the emerging findings. In addition, the Head of Branch and his staff held regular formal meetings to discuss and resolve matters of mutual interest. On occasions I would chair some of these regular monthly meetings sometimes to reinforce the government's policy or position or as a means to maintain my own working relationship with the schools. Outside the formal meetings the head of branch, and his staff, would have been in (virtually) daily contact either by phone, by letter, or, where the business need dictated it, by holding informal impromptu meetings.

¹ Appendix 2: Incidents which occurred during April 1994; para. 1.5

9. In addition senior staff of the department, John Ledlie, Deputy Under Secretary, John Lyon, Head of Criminal Justice Directorate and his successor, Jim Daniell, would have had their own separate contact with the Schools, chairing meetings when the matter was of serious concern, (for example, John Lyon led on the meeting with the Chair and Deputy Chair of St. Patrick's Management Board in relation to the matter of brother [REDACTED] BR 26 – (see further below), and on important and/or on cross cutting policy issues affecting all or individual schools. The Secretary of State, Ministers and Senior staff would have carried out visits to each of the schools periodically, meeting both the senior staff and representatives of the Management Board. Rathgael's Management Board was appointed by the Secretary of State who would occasionally hold meetings with the Management Board, accompanied by the senior staff of that institution.
10. While I held the post the Chair of Rathgael changed from Lady Moira Quigley to Tom McGrath but the Chairs and Deputy Chairs of all the other Schools remained unchanged.

Allegations of sexual abuse against the De la Salle Brothers and particularly Brother [REDACTED] BR 26 .

11. During the time I held this position, I was made aware of serious allegations of sexual abuse by two ex-pupils against Brothers of the De la Salle Order at St Patrick's and specifically of an allegation against Brother [REDACTED] BR 26 . From reading the files I can now say this occurred in November 1993² (Exhibit 2). I cannot recall how it was brought to my attention but my recollection is that the police advised either Allan Johnston (Head of Training Schools Branch) or his deputy, Bill Gallagher, of these complaints and the stage of their investigation into them. It was of immediate concern that one of the Brothers against whom allegations were made, Brother [REDACTED] BR 26 , was now the Principal of the Training School.

² Allegations of sexual abuse at St Patrick's – Note of a meeting between NIO and SSI – 18 November 1993
SPT-12924 – SPT-12925

12. As seen from documents³⁴⁵⁶⁷ (Exhibits 3 - 7) at the time, this matter was immediately brought to the attention of the most senior members of staff within the department – Sir John Chilcot, (Permanent Under Secretary), John Ledlie, (Deputy Under Secretary) and John Lyon all were made aware, as were Ministers. The urgency of the issue was immediately recognised at all levels and meetings to discuss these matters and the implications were held as early as possible internally; with the SSI (for expert advice)⁸ (Exhibit 8); and the police to determine the best way forward. The police raised concerns in two respects: the impact on the individual, their reputation and that of the school should those allegations prove false; however should the allegations prove to be true, alerting the school authorities at such an early stage of their investigation could not only hamper it but could stop it altogether. Their fear was that the De la Salle Order could move Brother BR 26 out of the jurisdiction and beyond their reach. From the start, the SSI took the view that the safety of children at the school was the priority and Brother BR 26 should be removed from his position pending the outcome of the police investigation as is the recommended and adopted practice under such circumstances. We fully accepted the SSI's recommendation while acknowledging the police concerns. Ministers were formally advised and their approval sought to allow officials to inform the Chair of the Training Schools, Bishop Farquhar and ask that Brother BR 26 be removed as Principal pending the outcome of the police investigation.
13. Having secured Ministerial approval, John Lyon considered it appropriate to invite the police to join the meeting with the Bishop but after internal consideration the police declined⁹ (Exhibit 9). John Lyon and I arranged and met Bishop Anthony Farquhar and Canon Peter McCann. That meeting took place in Canon McCann's parochial house at St Malachy's Church. John

³ Note of a meeting at CJSB between NIO and the RUC to discuss alleged sexual misconduct at St Patrick's Training School – 18 November 1993 SPT-12926

⁴ St Partick's: Allegation of sexual abuse – memo from M Madden to J Lyons dated 23 November 1993 SPT-12927 – SPT-12933

⁵ St Partick's: Allegation of sexual abuse – memo from J Lyons to M Madden dated 23 November 1993 SPT-12934 – SPT-12935

⁶ St Particks: Allegations of abuse. Note from PS/PUS to M Madden 25 November 1993 SPT-12936

⁷ St Patricks's: Allegations of Abuse – Note from J Lyon to M Madden 25 November 1993 SPT-12937 – SPT-12938

⁸ St Patrick's: Allegations of abuse – note from K McCoy to M Madden 25 November 1993 SPT-12939 - 12940

⁹ Note for Record regarding police attendance at the meeting with the Bishop and LN 36 SPT-12941

Lyon, who took the lead at that meeting, appraised them of the serious allegations made against Brother BR 26 by ex-pupils of the school and the advice of SSI that Brother BR 26 should be suspended during the police investigation, advice which the department fully supported. They were also advised that the police would at an appropriate stage of their investigation want to interview Brother BR 26 under caution, and we shared with them the police concerns that Brother BR 26 might leave the jurisdiction and that De la Salle Order and school might frustrate the investigation. We suggested that this would not be in anyone's interest and hoped that would be a view shared, which it was.

14. Both men understood the gravity of the allegations but emphasised that knowing the individual as they did, could not believe nor did they believe the allegations made against him. They undertook to consider the matter urgently and come back to us with their decision, which they subsequently did. We were advised that the allegations were put to Brother BR 26 who had denied them vehemently. Brother BR 26 had confirmed he would submit to a police interview under caution at any time and he would not leave the jurisdiction pending the outcome of investigation as he was determined to clear his name. The Management Board had discussed the matter and decided, as these were unproven allegations and given Brother BR 26 strong denial of wrong doing, they would not remove him from his position as Principal at this point. However, we were advised that should more information come to light, the Board would review their decision. We registered our surprise and disappointment with the decision. This outcome was relayed back to Ministers and senior officials.
15. Although Brother BR 26 remained as Principal of the School until he retired, his retirement occurred before I left the Division in 1995 and probably not long after the outcome of the police investigation was known.
16. I have no recollection of having any further dealings with this matter.

SPT 81

17. In preparation for making this statement my attention has been drawn to documents speaking to my involvement in addressing a number of issues arising out of the death of SPT 81.
18. Previous to reviewing the relevant documents^{10 11 12} (Exhibits 10-12), I had no recall of the matter either the circumstances of the death of SPT 81 or the reports that flowed from his death nor have I any recollection of the discussion or action taken before or subsequent to it. I have now had the opportunity to read all the papers provided by my colleagues in DOJ and have no independent recollection of the matter. I am, therefore, not able to add to the information contained in those papers, except what I can opine from reading the material.
19. There was an issue of absconding from two of the training schools - Rathgael and St Patrick's. Residents in Bangor had made complaints about boys leaving the school and heading into Bangor Town Centre where many became involved in anti-social behaviour. In West Belfast, joy-riding and car theft was prevalent and a security headache for the police and the army. It was a cause of concern that some children from St Patrick's became involved in this type of behaviour.
20. SPT 81 tragic death from a joy-riding incident when he absconded with older boys from St Patrick's brought this matter into sharp focus. Two reports had been commissioned (and received) - one from the Western Board and the other from St Patrick's Training School. It is evident from the papers which I have read that each of the reports were unsatisfactory and had raised concerns: see the comments of Jim Daniell^{13 14 15} (Exhibits 13-15). SSI was

¹⁰ SPT 81 Deceased dob 22 January 1983 – note from N Chambers re notification of his death 16 August 1994 SPT-12904 – SPT-12905

¹¹ Meeting re: SPT 81 case from PS/Mr Hunter 13 January 1995 SPT-12918

¹² Death of SPT 81 – agenda for meeting 19 January 1995 SPT-12916 – SPT-12917

¹³ Meeting with NIO: SPT 81 case Note from J Hunter to Dr McCoy 19 January 1995 SPT-12610 – SPT-12611

¹⁴ Note of meeting between officials of the Management Executive and officials to the NIO on 19 January 1995 to discuss matters relating to the death of SPT 81 SPT-12909 – SPT-12911

¹⁵ File note of meeting in respect of SPT 81 (deceased) held on 19 January 1995 SPT-12912 – SPT-12915

commissioned to carry out an independent and thorough review¹⁶ (Exhibit 16) covering the areas in the Western Board's review and the St. Patrick's report. The SSI report¹⁷ (Exhibit 17) contained the terms of reference for the review at page 33¹⁸.

21. Paragraph 5.21¹⁹, page 22 of the SSI report sets out the unacceptably high level of absconding from the school – 353 incidents in the first six months of 1994 –commenting that it was part of the culture and made recommendations. The report made no comment on the response of the senior staff and the Management Board to this growing problem within the school. It is clear from reading the papers that Ministers were concerned that previous SSI inspections had failed to bring to light deficiencies identified by the Inspectorate in this review before and were also exercised on the question of the frequency of inspections at the Schools and whether it gave them the assurances they needed. I can only surmise that as I would have been aware of these concerns following receipt of the St Patrick's report followed by the SSI review, I must have been conveying Ministerial and the departmental concerns to Mr. McElfatrick. On reading the papers there is a suggestion that a further wider review focussing on the Management Board may have resolved the matter.

21. The record made by Mr. McElfatrick suggests that this meeting involved a frank exchange of views. I must stress again that I have no actual recollection of the [REDACTED] SPT 81 case nor of any meetings that took place on that issue, including the meeting with Mr. McElfatrick. I did not take a note at that meeting and if NIO recorded the meeting it would have been done by a member of the branch. When I left the division in October 1995 all papers and files remained with the division. I am no longer a member of the NIO and do not hold any papers belonging to that period. From my recollection and perspective I do not believe that the meeting with Mr. McElfatrick adversely

¹⁶ Investigation at St Patrick's Training School in respect of [REDACTED] SPT 81 (deceased) – note from K McCoy to J Daniell 20 January 1995 SPT-12906 – SPT-12908

¹⁷ SSI Review of the circumstances surrounding the death of [REDACTED] SPT 81 on [REDACTED] SPT-12616 – SPT-12652

¹⁸ Ibid, page 33 SPT-12652

¹⁹ Ibid, page 22, para 5.21 SPT-12641

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SPT-2680

effected the overall working relationship between the department and the Social Services Inspectorate.

Mary Madden
Mary Madden

9th September 2015



St. Patrick's Training School

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BELFAST
BT11 8BX.

Mr Allan Johnston,
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Criminal Justice Services Division,
Northern Ireland Office,
Royston House,
34, Upper Queen Street,
BELFAST. BT1 6FD

29th September 1993

Dear Allan,

Re: Consultation on Social Services Inspection.

Your letter of 25th August 1993 refers.

I am aware that current arrangements for the inspection of residential Care facilities for children are inconsistent in many ways and that major changes in inspection arrangements are being considered in line with the new Children's Order, Citizens Charter etc. While I confess to being somewhat unsure about the full details of these new arrangements I have considered the documentation you forwarded and can make a number of general comments.

I would welcome the involvement of trained lay members in all inspections as a very positive step, particularly if they have had direct experience of residential child care, either as a provider or a user. The involvement of lay people in this way can only enhance public and user confidence in the objectivity and independence of the report and thereby give the report greater weight and credibility.

I would also welcome the introduction of national standards and procedures for Inspectors which would help ensure fairness and objectivity across the spectrum of care. This would entail detailed standards and indicators being available to Inspectors not just of building design, record-keeping and staff quality, but of the quality of life for children and young people, implementation of basic rights, and protection. There is, of course, a considerable amount of evidence from previous enquiries into abuse of children in residential care which could be used as reference for drawing up a list of indicators of the type of regimes that are likely to lead to abuse, e.g. isolation from the community, high turnover of staff, high incidence of absconding, frequent outbursts of violence, high rate of self-injury and involvement of the Police and the like. These, at least, should be included in any list of indicators. I believe that this list could also be helpful to Managers of residential child care facilities for monitoring purposes.

On the issue of Inspection Reports on residential homes for children being made public, I would have some reservations. At present there is no legislative requirement for such reports to be made public. However, as in education there is a general move towards publication and one would have to accept that these reports rightly belong in some way to the public domain.