

PER CAPITA COSTS. 1984/85				TOTAL ANNUAL COST
INCLUDING CAPITAL WORKS EXPENDITURE				
Avg Daily Population	Avg Weekly Cost per Pupil.	Avg Annual Cost per Pupil.		
St. PATRICKS	110	249.33	12965	1,426,193
RATHGAEL.	110	384.36	19,987	2,198,539
St. JOSEPHS.	45	332.85	14,978	674,013
LSNEVIN.	28	570.49	29,666	830,640
				5,129,385
Average Cost per Pupil. - WEEKLY		336.66		4,298,745
" - " - ANNUAL.		17506		<del>1,750,600</del>

PER CAPITA COSTS MADE UP OF - PAY RUNNING COSTS MINOR CAPITAL. MAJOR CAPITAL WORKS.

EXCLUDED ARE :- POLICE TRANSPORT COSTS, RUMKERRY, BY CHALLENGERS, & NIO HR STAFF COSTS

St. PATRICKS/RATHGAEL	220	316.85	16476	
St Pats/ Rathgael /St. Joes	265	311.96	76,222	4,298,745

Assume 130 care places between St Pats and Rathgael.

Total in system = 293  
 Proposed care = 130  
 Proposed justice = 120

Per Capita Costs.

REVENUE EXPENDITURE 1984/85.

GRANTS ISSUED.

	Ave. Daily Population.	Average Weekly Cost per Pupil.	Average Annual Cost per Pupil.
ST. PATRICKS.	110.	240.38.	<del>1270</del> 12502
RATHGAEL.	110.	340.82	17723
ST. JOSEPHS.	45.	258.46.	13440
LISNEVIN.	28.	557.19.	28975

PER CAPITA COSTS MADE UP OF. PAY, RUNNING COSTS. MINOR CAPITAL.

EXCLUDED ARE. POLICE TRANSPORT COSTS. MAJOR CAPITAL WORKS EXPEND. KUNKERY, PSYCHOLOGISTS + NIO HQ. STAFF COSTS.

AVERAGE COST PER PUPIL - WEEKLY 311.1  
 - ANNUAL. 16179

ST Patrick / Rathgael	Places 220	£290.60	£15,111
St Pat / Rathgael / St Joes	265	£285.15	£14,828

Figures from [REDACTED]  
 T. Schools Branch  
 2/8/85

McKearney

NOTE FOR THE FILECosts of Training School Places

The figures below were provided by [REDACTED] NIO.

They are based on 1984/85 price levels and include an element for capital works.

(a) Average cost of a place at St. Patrick's and Rathgael combined  
= £16,476 (based on an average daily pop. of 220)

of this figure is reduced to £15,111 when the cap. works element is removed.

(b) Average cost of a place at Limerick (based on av. daily population of 28) = £29,666 (less cap. works £28,975)

(c) Average cost of Limerick, St. Patrick's, Rathgael & St. Joseph's  
= £17,506 (less cap. works £16,179)

(d) Average cost of St. Patrick's, Rathgael & St. Joseph's combined  
= £16,222 (cost sec. cap. works not available)

(e) Average cost of a place at St. Joseph's = £14,978  
(less cap. works £13,440)

[REDACTED]  
3/9/85

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

**STATEMENT BY ALAN SHANNON CB**

**GENERAL**

1. I was a Northern Ireland civil servant from 1971-2013 and I worked in the Northern Ireland Office (NIO) from 1986-1999. I retired from the civil service on May 2013 at which time I held the post of Permanent Secretary to the Department of Employment and Learning.
2. From 1990-1992 I was head of a Division entitled "Compensation, Probation and Juveniles Division". The Division was responsible for the Criminal Injuries and Criminal Damage Compensation Schemes, probation policy, the appointment, funding and direction of the Probation Board, and juvenile justice, including the training schools.
3. The Training Schools Branch (TSB) within my Division was headed by a Grade 7. It exercised a general oversight of the training schools - Rathgael and Whiteabbey, St Patrick's, St Joseph's, Middletown, Whitefield and Lisnevin, including budgetary control, the application of rules and guidance, and the promotion of good governance.
4. A separate Division, "Criminal Justice Division" was responsible for criminal justice policy and legislation, including the law on juveniles.
5. For most of the period both these Divisions answered directly to the Deputy Secretary, then John Ledlie. I was asked to carry out a review of the structure. My key recommendation was that a new post should be created at "Under-secretary" level to provide more drive and coordination of criminal justice policy and better oversight and support to the various agencies. This recommendation was accepted and John Lyon came in from the Home Office to fill that post in the autumn of 1991.
6. In addition, I had spent quite a bit of my time preparing to reconstitute the two branches administering the Criminal Injuries and Criminal Damage Schemes into a "Next Steps Agency". When I left the Division in February 1992 (to become Comptroller of Prisons) my post was split into the Head of a "Criminal Justice Services Division" and the Chief Executive of a new "Compensation Agency". This represented a significant enhancement of the NIO's capacity in Criminal Justice matters and prepared the way for a series of significant reforms over the next decade.

**POLICY**

7. The key strategic issue affecting my role between 1990-92 was the need to anticipate the consequences of the proposed Children's Order being prepared by DHSS. This was a major reform of the law relating to children and was several years in the making. The key official taking this forward was Mr Jimmy Kearney and we had regular liaison arrangements with him and his staff. The number of children being sent to Training Schools had been in decline for some years as professional and public opinion increasingly regarded confinement as a last resort, and as diversionary schemes and alternative disposals became available. In addition there was a gradual reduction in the average length of stay. The 1989 SSI Report<sup>1</sup> (Exhibit 1) stated that numbers probably peaked in the early 1970's at 450-500 whereas by 1987/88 the numbers on the roles had fallen to 315 with some 96 of those not actually resident on the dates when the snapshots were taken (paragraphs 3.2, 4.2, 4.6, 4.10 and 4.16). It was becoming clear that the Children's Order would exacerbate this trend and constituted a threat to the viability of the current structures.

**OVERSIGHT ARRANGEMENTS**

8. I have read the joint statement of the Department of Justice and the Department of Health, Social Services and Public Safety dated 21 August 2015 and I endorse those paragraphs which relate to the period of my responsibility (4.7, 9.4, 12.7, 12.8, 13.1, 13.2, 14.1 and 14.2).
9. Training Schools Branch carried out the statutory responsibilities of the NIO and its Ministers in relation to the establishments. The two state schools (Rathgael and Lisnevin) were fully funded by the NIO. The two Roman Catholic Schools (St Patrick's and St Josephs) were also fully funded but had access to additional sources of income from time to time. TSB secured the budget in the Government spending rounds on the back of a bidding process and allocated budgets to the institutions. There was provision for both running costs and capital. The schools were given delegated spending limits, above which TSB approval was required. During the 1990-92 period expenditure was being cut back in light of falling numbers of children so TSB was constantly pressing for the Training Schools to implement efficiency measures.
10. In addition to active budgetary control, TSB monitored performance routinely. A key control mechanism was the Training School Rules 1952<sup>2</sup> (Exhibit 2), which, although they had been extant for many years, were still relied upon to cover governance (particularly the boards of management), the treatment of children, the appointment of staff, medical support and record keeping. The Rules were supplemented by guidance for management<sup>3</sup> (Exhibit 3).

---

<sup>1</sup> Residential Child Care in Northern Ireland – the Training Schools October 1989

<sup>2</sup> Training Schools Rules 1952 SPT-80063 – SPT-80073

<sup>3</sup> 1952 No 132 Training School Rules – info for management SPT-80074 – SPT-80079

11. The minutes of the Management Boards, including their supporting papers (such as the Director's Report) were copied to TSB which scrutinized them. Issues of concern were followed up with senior staff or the Board Chairs. Statistical returns were sought on numbers, absconds, staffing, and financial performance.
12. The schools were inspected by the SSI of DHSS and education provision by the Schools Inspectorate of DENI. I have seen the statements by Dr Kevin McCoy and Mr Victor McElfrack and they accord with my own recollection.
13. SSI staff acted as professional advisers to NIO on social work practice and policy. This included information about policy and practice in childcare generally in Northern Ireland but also about developments in GB and beyond.
14. SSI carried out a planned programme of inspections (as agreed with NIO) and was available to address any specific or pattern of incidents. The inspectorate also advised on a range of issues including policy and establishment design. Its reports were sent to the NIO and the relevant school's management board. The responsibility for implementing SSI findings lay with the school management board. SSI would normally report on progress in its next report. NIO may have asked for progress reports from time to time, depending on the seriousness of the issue. The inspection arrangements were formalised in my time by an exchange of correspondence between Dr McCoy and myself (referred to in paragraph 9.7 of the DOJ/DHSSPS joint statement).
15. The general approach was to conduct a "full inspection" of each establishment every 4 years with less comprehensive inspections, some of them unannounced, in between. However, there were also "themed" inspections, for example that of Lisnevin and Shamrock House in Rathgael in 1992 in respect of secure accommodation following the "Pindown Report". This report, which can be accessed via the link below<sup>4</sup> (Exhibit 4), gave us reassurance that none of the practices that gave rise to concerns in England were prevalent in Northern Ireland.
16. Most of the day to day contact between NIO and the schools was between the staff in the branch and school staff at various levels. Both NIO and SSI staff were regular visitors to the schools. As Head of Division I had regular contact with Board Chairs, senior staff and SSI.
17. I was in post just a few weeks when SSI presented me with a report which came close to recommending the closure of St Patrick's. It would have been helpful for me to have been able to read this report and the letter of Dr McCoy but at the time of providing this statement I understand that these documents

---

4

<https://www.staffordshire.gov.uk/yourcouncil/dataprotectionandfreedomofinformation/publicationsscheme/The-Pindown-Experience-and-the-Protection-of-Children.pdf>

cannot be found. I wrote<sup>5</sup> (Exhibit 5) to the Chair of the Management Board on 12 March 1990 expressing grave concern<sup>6</sup> (Exhibit 6) at these findings and met with him and Board members shortly afterwards. I refer to the content of that letter. The most serious failings concerned fire safety and childcare practices. The Fire Service was consulted. It advised that there was no immediate threat to health and safety and it became clear that the deficiencies were susceptible to urgent remedial action. On childcare practice SSI offered to provide advice and guidance to help the school address the issues. While the Management Board did not readily accept all of the criticisms, there was a determined and constructive response which enabled us to work together to address the issues of concern and secure the future of the institution, at least for the time being.

18. This was a good example of the system working. It was important not just to have effective inspection but to ensure that findings were rigorously followed up, changes made and improvements confirmed.

## **RELATIONSHIP WITH BOARDS OF MANAGEMENT**

19. The Boards were responsible for ensuring the effective discharge of the responsibilities of the schools. They employed the staff, approved expenditure, set direction, oversaw the care of the children and ensured that problems were dealt with in accordance with the rules and best practice. Board members paid formal visits to the schools on a monthly rotation, making themselves available to staff and children and made reports.
20. While the 1952 rules envisaged a common system of appointments to management boards, it was custom and practice for the Catholic Church to appoint the members of the Boards of the Catholic Schools. Otherwise all the schools were subjected to the same regulatory regime of rules, circulars, SSI guidance and inspection, and NIO approvals of budgets and numbers.
21. The Board of Rathgael was appointed by Ministers, and the NIO was fully involved in the selection process in accordance with the rules for public appointments. St Patrick's and St Joseph's were owned by the Church and therefore church authorities made Board appointments. The Lisnevin Board was a compilation of board members from the other schools.
22. In my time, the Chair of Rathgael was Lady Moira Quigley. The Board contained a number of eminent people including Lady Eames, wife of the Archbishop of Annagh, and was both proactive and effective. Lisnevin was chaired by Joe McReynolds who was also Chair of St Joseph's. The Chair of St. Patricks was the auxiliary bishop for Down and Connor, Bishop Anthony Farquhar.

---

<sup>5</sup> Letter from Alan Shannon to The Most Reverend Anthony Farquhar dated 12 March 1990 SPT-10420 – SPT-10423

<sup>6</sup> Comments from the Board of Management of St. Patrick's Training School Subsequent to the Follow-up Inspection Report forwarded to the Chairman by Mr Shannon on 12 March 1990 SPT-10424 - 10433

23. The Rathgael Board met monthly, as did a number of sub-committees and its papers were copied to TSB. I think the St Patrick's Board met less often, possibly quarterly. I cannot recall how regularly Board papers from schools other than Rathgael were shared with the Department.

## INVESTIGATIONS AND COMPLAINTS

24. The institutions had procedures in place to deal with abuse. Directors were required, as appropriate, to investigate, to notify the police, to suspend staff and to notify the NIO. Management Boards monitored complaints and Board members were sometimes involved in investigations.
25. I recall a case in Rathgael where a [REDACTED] had been accused of inappropriate behaviour. The [REDACTED] immediately effected a precautionary suspension and informed the Board, the NIO and the police. An investigation was carried out by a panel which included a Board member and a representative of SSI. In the event the allegations were not substantiated and the individual re-instated. The statement of Gary Wardrop dated 28 August 2015<sup>7</sup> (Exhibit 7) contains a more detailed description of how particular cases were handled.
26. Rathgael had systems in place to safeguard against abuse and suicide. Each young person had access to a key worker, a teacher, a team leader, a chaplain, a member of the resident medical staff, readily available senior staff and members of the Board. A policy of active night supervision was felt to have saved lives. Each young person had an "Individual Assessment Treatment Profile" reviewed monthly.
27. In addition, all the schools and their young people had access to the "Adolescent Psychological Research Unit" which provided both collective and individual advice.
28. It was also possible for the young people or their families to raise issues with public representatives. Apart from Lisnevin, the institutions were "open" and both absconding and home leave were common. For example, on the dates when the SSI recorded enrolments for its 1988 report<sup>8</sup> (Exhibit 1), 96 of the 315 children enrolled were not currently resident. Most of these were on home leave. I recall the MP for North Down, James Kilfedder complaining that about the frequency of absconds from Rathgael. The issue was not one of undue harshness of regime but of a perceived laxity of control.
29. The other institutions had similar though not identical arrangements. As the one secure establishment Lisnevin had a necessarily more controlled regime but ran an "Independent Representative Scheme" in conjunction with the Northern Ireland Association for the Care and Resettlement of Offenders.

---

<sup>7</sup> DOJ Supplementary statement to the Inquiry dated 28 August 2015

<sup>8</sup> Residential Child Care in Northern Ireland – the Training Schools October 1989

30. SSI inspections routinely reported on the effectiveness of the procedures and provided reassurance.

### **ACCOMMODATION STANDARDS**

31. There was an evolutionary process at work in design standards. We had moved away from the original model of a single building housing school, recreational facilities and dormitories to a “village” concept with individual house units perceived to be closer to a family setting for the young people and easier for staff to manage and cater for individual needs.
32. Rathgael was the most developed, with 10 separate house units, with scope to separate out care and justice, remands, juniors and seniors.
33. St Patrick’s still had a substantial school style central building but three new separate residential house units similar to Rathgael had been built previous to me taking up my post.
34. Lisnevin, while modern, was a single building with locks and bars, reflecting its origins as a prison service establishment.
35. Both Rathgael and St Patrick’s had outdoor pursuits centres at Runkerry, near Portballintrae and Kilmore House, near Cushendall, which they used to provide the children with opportunities for training in a range of skills, and to build self-esteem.

### **FUNDING AND STAFFING**

36. As indicated earlier, the institutions were funded by the NIO in terms of both running costs and capital.
37. The Boards of the Institutions were responsible for the employment of staff although the NIO was involved in the recruitment of Directors. Staff numbers were controlled by NIO and appointees were subject to NIO security vetting. This was a routine employment check facilitated by NIO and provided by the police.
38. Most staff were either qualified teachers or social workers (field or residential). Night supervisors were sometimes unqualified but qualified senior staff were on-call. I recall chairing meetings of a Criminal Justice Training Strategy Group considering the scope for improving qualification levels in light of developments in NVQ’s and the CQSW.

### **CONTROL AND RESTRAINT**

39. I recall the Director of Lisnevin raising with me the issue of control and restraint training. This referred to a Home Office approved system for dealing with violent behaviour which enabled prison staff to subdue prisoners in a

manner which is effective yet which minimises the risk of injury to all parties. He felt that it could be in the interests of staff and children in Lisnevin for such training to be made available. Training was available in the prison service college, which was on the same site as Lisnevin. I believe discussion took place with the Prison Service but I do not recall a decision on the matter being made while I was in post.

Alan Shannon

8th September 2015

CONFIDENTIAL.

Balmoral Boys' School,  
Ligoniel,  
Belfast.

31st January, 1949.

Councillor S. R. Bell,  
Chairman,  
Children Act Committee,  
Belfast.

Dear Sir,

I regret having to submit this report, but, from my experience during the past five years as Matron of Balmoral Boys' School, I feel that in the interests of the Boys it is my duty to draw attention to what I consider to be irregularities and laxity in the general management of the School.

Potato Picking and Weeding.

The first matter to which I wish to refer is the Potato Picking and Weeding.

In the summer of 1946 I asked [redacted] if the Potato Picking could be curtailed as the Boys were being taken away for this purpose to the detriment of the cleaning of the cottages, the work of the darning shop and the Laundry. I also understood that boys below the age of 14 were being taken away from School for lengthy periods for this purpose. [redacted] informed me that this matter was in the hands of "The Ministry" and indicated that he could do nothing about it.

It was in July 1947 when we were in Camp in Ballyhalbert that I realised that considerable sums of money were involved. One evening when the Boys returned by lorry from Potato Picking, the Lorry Driver asked me if he could see [redacted] as he had money to give him. As [redacted] was not available, I referred him to [redacted], who informed me later when I questioned him that the Lorry Driver had given him the sum of £6. 10. 0. I learned, indirectly, that it was common knowledge amongst the Staff that large sums of money were received each year from Potato Picking and that the Boys did not receive any substantial benefit from it.

As I thought that there might be some irregularity, I felt prompted to keep what records I could during the 1948 season. By watching the numbers at Dinner each day, I was able to arrive, fairly accurately, at the number of Boys who were engaged in Potato Picking, and I attach a list of the numbers covering the period from 15th June, 1948 to 8th December, 1948. I understand that the Potato Picking comes under the Ministry of Agriculture's scheme and all figures can be ascertained from them.

2.

dirty walls is reminiscent of Dotheboys Hall. *(NICHOLAS NICKLEBY)*  
*(Oliver Twist)*

2. HYGIENE: (a) The lavatories are in a disgraceful state and emit a continuous strong stench. Toilet paper is so sparingly issued that I have not seen ANY in my ten months of office. 

(b) Towels: Each boy is issued with a cotton towel measuring 18" x 12" which must suffice for one week's ablutions. *washed twice per week.*

*College*  
*Shirts* → The washing water is nearly always cold. Warm water is a luxury, and until very recently - after I had made several very strong complaints - the boys had no soap for four nights running. Consequently for years the dirt from the playing field etc., has been transferred largely to these tiny towels. This practice continues, and the condition of the towels after seven days of such use is indescribable.

(c) Sheets: Bedsheets are changed fortnightly. The boys wash barefooted in the washroom, the floor of which is naturally wet. From there they walk barefooted to the dormitories on bare boards, and the amount of dust and dirt collected by these wet feet is transferred to the bedsheets. The nightshirts are in ribbons, and the boys look a sorrowful sight going to bed.

(d) Teeth: Boys have not cleaned their teeth for years. Toothbrushes were issued months ago, but toothpaste has not been issued, I am sure, for years.

(e) Vermin: In my ten months of duty I have made regular reports and complaints about the condition of the boys' heads. Most boys are allowed home on Saturdays, and it is obvious that many of them come from homes where all types of vermin thrive. As a result, it is an everyday occurrence to find bugs, lice, nits, etc., in the boys' hair, and on their clothing. Once, while helping a boy with his work, two bugs fell from his hair on to the jotter. My complaints and requests for combs from the Manager have had no effect. His reply on each occasion has been, "I have ordered them!" Recently I purchased a few combs for communal use, and these are kept in a jar of disinfectant. (I understand that at a recent medical inspection the M.O. took note of some of this). The Matron has not had any more satisfaction with her requests than I have.

(f) Clothing:

- No numbers*  
filthy.  
a week.
- (a) Weekday clothes very shabby, and absolutely filthy.
  - (b) Shirts, filthy, torn and changed only once a week.
  - (c) Boots and socks, fair to good.
  - (d) Underclothing, non-existent.
  - (e) Sunday suits, average.
  - (f) Top coats or Burberrys, non-existent. On ~~the~~

X the coldest winter days the boys wear only shirts, trousers,

3.

and jerseys. Such is their clothing for visits to church, the Museum, or to the pictures.

*Change jacket*  
**Note:** On one occasion, Dr Weir, Ass. Medical Inspector, had occasion to examine one of my boys. The Manager came to fetch the boy from my classroom, but before allowing the doctor to see the boy, the Manager made the lad change clothes with another boy whose apparel looked more presentable.

3. **LEISURE HOURS:** After school hours, the amenities for amusement for over 100 boys are as follows:-

- 2 ping-pong tables
- 2 small billiard tables
- 1 game of quoits.
- 4 draught boards.

The condition of this poor equipment might be described as beyond repair. On winter evenings these hundred boys are assembled in a hall about 60ft: by 30ft: where they amuse themselves running about shouting, fighting, screaming, and rolling on the bare wooden floor. At times, to relieve the monotony, the school brass band plays in the same room. The boys are not encouraged to adopt hobbies or handicrafts or any useful occupation. As many of them join the army on leaving the school I thought it might be worth while to utilise some of the spare time in teaching them morse, Semaphore and the use of signalling instruments generally, so that they might enter the army as prospective tradesmen, with naturally better conditions. The Chairman of the Children Act Committee, to whom I mentioned the scheme, was very pleased and approved. I have since raised the matter three times with the Manager, but nothing has been done.

X There is no cinema projector, no radio, no decent books. There is no organisation of any kind for sparetime employment.

4. **EMPLOYMENT:** Boys are taken from class for "useful" employment in the school regardless of age or attainment. In some cases boys who are here because of non-attendance at their own schools are taken from class and put to such work as scrubbing in the laundry. A case in point is a lad who, at the age of thirteen, was taken from class to work in the laundry, and has now been there for over seven months without further attendance at classes.

The school is heated by a large boiler. Owing to the 44-hour week there is an arrangement whereby the boilerman relieves the cook on alternate days. The boilerman has for an assistant a boy from the school. This boy is in the boilerhouse from 6 a.m. to 6 p.m. each day. On alternate days when the boilerman finishes at noon, this 15 year old boy is alone in the boilerhouse until 6 p.m. in full charge.

In the harvesting season, especially for potato-picking, boys are taken at random from class and are utilised for some three months at the harvest. No school officer accompanies them. The lorry driver, employed by the Ministry of Agriculture, and who is not an officer of the school, is responsible for these boys. The money paid for this work is given to the lorry driver, who hands it to the Manager. One boy, on leaving school told me the

E

4.

Manager had given him 30s. as representing the potato-money he had earned. He had been out daily for three months for two seasons! Boys are taken for harvesting quite regardless of age.

DISCIPLINE: To mention discipline reflects on the school staff, but a staff as such does not exist. The schoolmasters have no say in anything to do with the school working and have lost any interest they may have had. They have not even their own dining-room, and have to eat at the same table with the boilerman etc. To cite the boilerman as an example, he has been in the school so long that he has assumed the rights of a master and there is no one to object. He comes straight from the boilerhouse, in dungarees and unwashed to the dining-table.

The masters are never taken into consultation on any subject whatever. The vice-manager has openly admitted he does not know what is done "in the office," and when he has to relieve the Manager during holiday periods he is quite hopelessly at sea. In my ten months of office there has never been a staff meeting. What is even worse, in that ten months the Manager has never once been in the dining-hall to see if and how the boys are fed. The Staff appears to have become resigned to these conditions; they even resent my "crusading".

Under present conditions boys have no chance whatever of improving themselves at the school, and it is not surprising that some of them on leaving find their way promptly to the local Borstal.

The foregoing report is factual, and indeed understated. It is also an understatement to conclude by saying that the shocking conditions at Balmoral Boys' School are a disgrace to Belfast.

I remain,

Yrs. sincerely,



N.B. Copy posted to Mr. Dunlop, Town Clerk.





The Mayor of Bangor (Alderman R. V. Campbell) gazes longingly at the heated indoor pool in Rathgael School. "When will we have a pool for all Bangor children to enjoy?" was an oft-asked question by guests at the opening of the new training school.

"Spectator" Photo. 86/12.

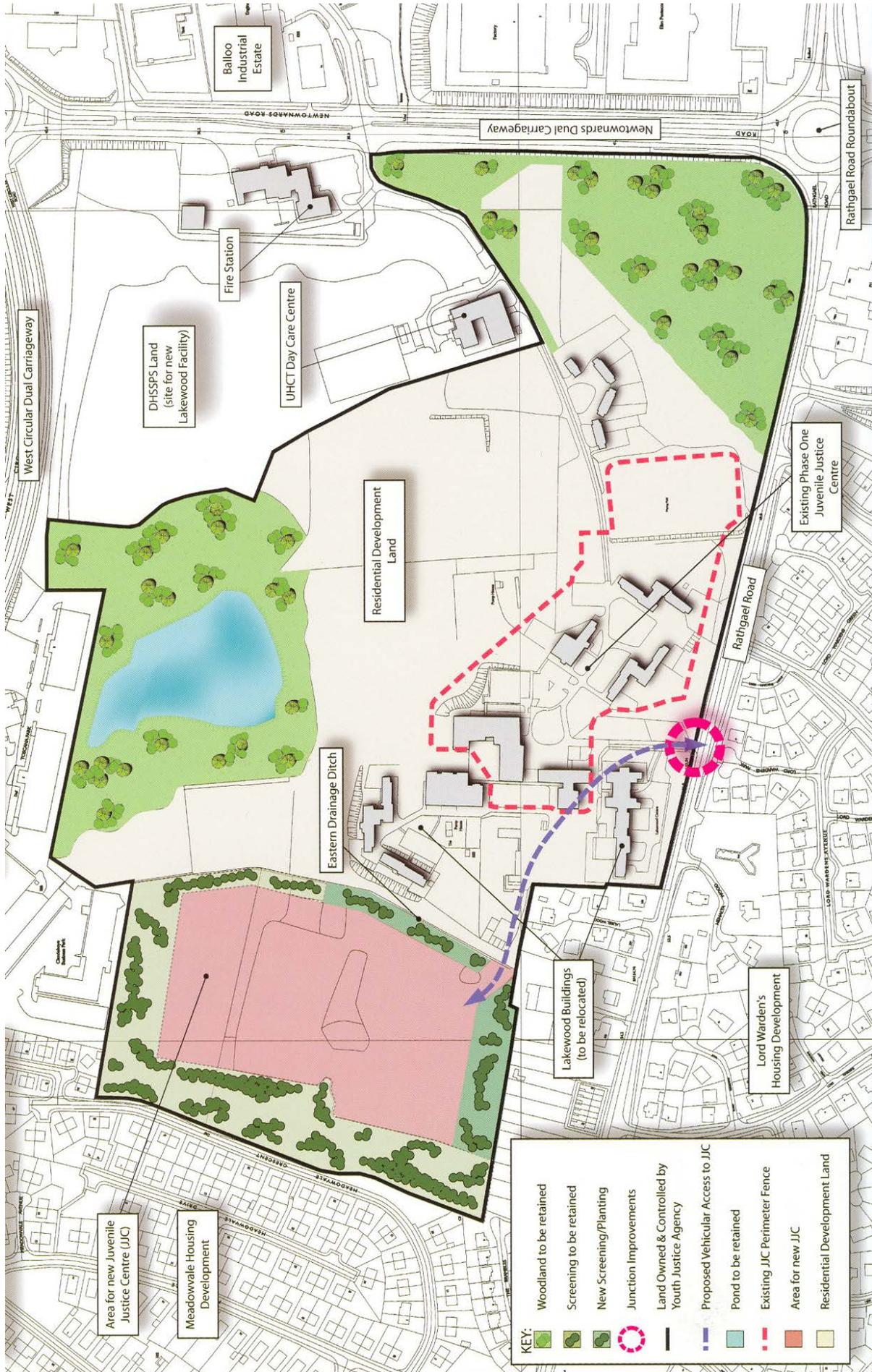
## BOYS HAND OVER PLAYBUS

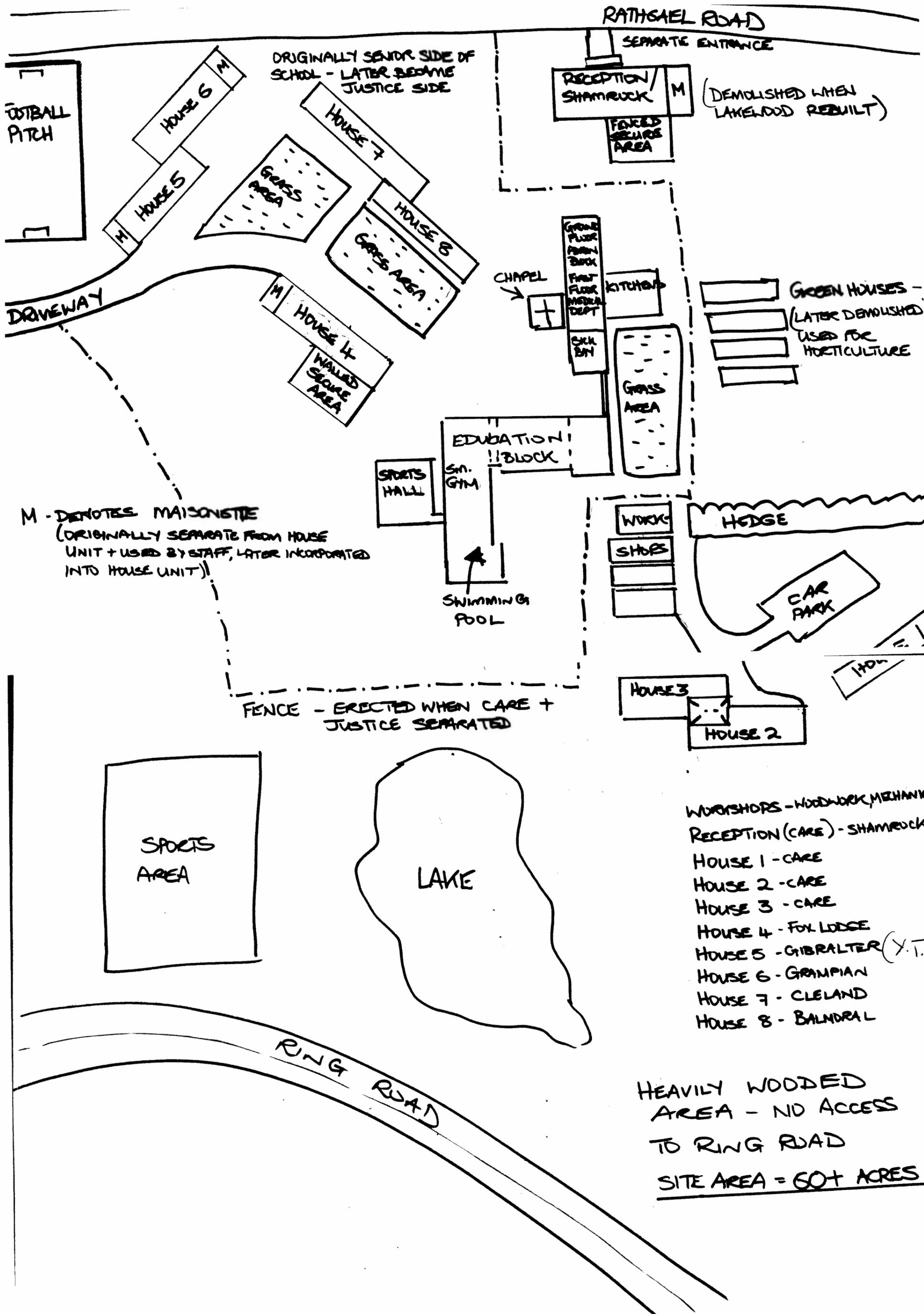


BOYS AT BANGOR'S Rathgael School have been preparing a retired double-decker bus for service as a play-bus in the Belfast area. The vehicle, resplendent in multi-coloured paintwork, decorated with cartoon favourites and equipped inside for various forms of active and creative play, was presented to Mrs. P. Peskett, organiser of the Voluntary Service Bureau in Belfast, by school principal Mr. S. Smyth on Thursday last.

An old Ulsterbus, the vehicle was converted for the VSB by boys aged 15-18. 90% of the cost was paid by the Ministry of Community Relations, represented by Mr. D. Davidson, and the remainder by an English group, the Women Caring Trust, represented by Mrs. Nigel Fisher. Also in the photograph are Mrs. M. Pepper, who will be play leader aboard the bus, and Mr. J. H. Browning who will be driver.

"Spectator" Photo. 35/5A.74





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

**STATEMENT BY CAMPBELL WHYTE**

**GENERAL**

**Personal background**

1. My career at Rathgael is summarised below:

1973 – 1974:	Assistant Teacher – Senior School
1974 – 1978:	Senior Assistant – Senior School
1978 – 1982:	1 <sup>st</sup> Deputy Headmaster – Senior School
1982 – 1985:	Headmaster – Junior School
1985 – 1989:	Senior Deputy Director
1989 – 1996:	Director of Rathgael
2. I qualified as a teacher from Stranmillis College in 1969. I graduated from the Open University with a Social Sciences Bachelor of Arts in 1974.
3. In 1981, I graduated with a Masters of Social Science from the Queen's University of Belfast, the title of which was "A Social Psychological Evaluation of a Community Service Programme for Young Offenders in a Northern Ireland Training School".
3. I became a qualified Psychotherapist after retiring.

**Rathgael background<sup>1 2</sup>**

4. Rathgael was one of five training schools in Northern Ireland. It opened as a regional residential Training School in 1968 to replace the former Malone School in Belfast and operated as such until its closure in 1998 during which time in the region of 8-9k children had passed through Rathgael. The school, which was purpose built on a House Unit basis, was situated on an 86 acre site on the outskirts of Bangor, 13 miles from Belfast.
5. Initially it was designed to provide a total of 203 places for boys between the ages of 10 and 16 years on admission who had been sent by the juvenile courts on a remand basis or under a Training School Order<sup>3 4</sup>. When I started

---

<sup>1</sup> RGL-22199 – RGL-22201

<sup>2</sup> RGL-23629 – RGL-23630

<sup>3</sup> SPT-80063 – SPT-80073

Rathgael was overcrowded with about 210 boys being accommodated; this meant that bunks had to be set up in some recreation rooms. The numbers that were accommodated varied according to referrals from other agencies over the years.

6. The official aim of the school<sup>5</sup> was

*'to restore the child or young person to society better equipped mentally and emotionally to cope with the environment from which he came and to accustom him to the habit of work. It is a process of readjustment and social re-education, based on an understanding of the personality, history, abilities and aptitudes of each boy or girl and a knowledge of the family situation, and is promoted by*

- a) a stable environment which enables remedial influences to be brought to bear and progressive training to be given;*
- b) contact with the home; and*
- c) help and supervision after the boy or girl leaves the school'.*

7. It must be acknowledged that Rathgael, along with the other Training Schools, accommodated the most difficult, damaged, disturbed and, in some cases, delinquent, children in Northern Ireland.
8. Rathgael catered almost exclusively for protestant boys and later girls when Whiteabbey closed in 1985. In addition, Rathgael had access to Runkerry House, an outdoor activities centre that provided a range of facilities to the young people and was under the management of Rathgael and Whiteabbey.
9. The school consisted of four autonomous sections consisting of 11 units: the Reception Unit; the Junior School; the Senior School; and an Intensive Care Unit. Each Unit had an 8, 6, 4 and 2 X 2 Bed Dorms – Common Room, Dining Room, Model Room, Shower, Toilet and Office. All units were served by common facilities, including:
- administration block,
  - Medical Centre (Sick Bay), with full Dental Room.
  - full School facility with classrooms,
  - Assembly Hall, referred to as the "Chapel"

---

<sup>4</sup> SPT-100587 - Section 83, Children and Young Person's Act (NI) 1968

<sup>5</sup> Exhibit 1 – A Social Psychological Evaluation of a Community Service Programme for Young Offenders in a Northern Ireland Training School, thesis presented for the degree of Master of Social Science, D. Campbell Whyte, August 1981, pages 30-31

- swimming pool with changing rooms,
  - sports hall and Fitness Suit,
  - full Kitchen and preparation rooms,
  - Vocational Training Block, with Farm Buildings.
  - Sewing Room and stores.
  - playing fields and Lake.
  - 18 Staff Houses and garages.
10. The Reception Unit provided 35 places and served a dual function in that it carried out assessment procedures as well as being a Remand Centre. Each child committed to the school spent approximately five weeks in the Reception Unit for the purpose of educational, social, vocational, medical and, if necessary, psychological and psychiatric assessment. The assessment of each child formed the basis for a treatment programme carried out in the appropriate section of the open school. If the child was under 15 years on leaving the Reception Unit, he or she was placed in the Junior School; if over 15 years of age he or she was placed in the Senior School. At the age of 15, a child would have moved from the junior school to the senior school.
  11. The Junior School had residential provision for 94 children divided into four separate House Units with 20 places in each and a Pre-release Flat with 14 places.
  12. The Senior School had a total of 70 places divided into three House Units of 20 places in each and a Pre-release Flat with 20 places.
  13. Each House Unit was encouraged to develop its own character under a team of House masters, Housemothers and extraneous staff (teachers and instructors) led by a House Warden. The basis on which a child was allocated to a House Unit was generally determined by matching the ethos of a particular house with the needs of the individual.
  14. The Intensive Care Unit had seven places for children who could not cope or could not be managed within the open school. It was a semi-secure unit with a high ratio of staff to young people and it catered for a range of problems including, for example, absconding, relationship problems, and drug and glue addiction. It was a short term provision aimed at reintegrating young people back into the open school.

15. Rathgael dealt with some of the most disturbed children in Northern Ireland<sup>6 7</sup><sup>8</sup>. Over time the emphasis was increasingly on community treatment. There was very little violence in Rathgael and none against staff until the last few years when an increase in incidents could be seen.
16. When I arrived in Rathgael in 1973, all house master and house mother teams were husbands and wives who lived adjacent to the residents. There were no female staff other than domestic, kitchen and nursing.
17. There is no doubt that there was a difficulty in getting the balance right between care and control. This was a professional challenge that evolved as Rathgael developed from being a Reform School to a more caring and educating establishment. All staff were encouraged to follow this goal and I had aspirations for the school to become a Centre of Excellence in the treatment of children and young people.

### **Services provided by Rathgael**

18. Rathgael provided a range of services to the children as summarised below.

#### Education<sup>9</sup>

19. Education was headed by a Deputy Director, Head of Education assisted by two deputies and teachers. The range of classroom education in the Junior School was similar in most aspects to the curriculum of junior intermediate schools in the community. The curriculum was designed in response to the needs of the young children and covered subjects including literacy, mathematics, geography, history and physical education. Timetables were geared around what was available in mainstream schools as best as possible and the Teachers Union was represented to ensure teachers were aware of what was going on in mainstream schools.
20. The children in the Senior School were of school age and older so both classroom and trade training was provided. Classroom education was optional for young people over school age. The trade departments provided training in building, metalwork, motor engineering, painting, brick laying, decorating, joinery, catering and horticulture to both boys and girls. City and Guilds was introduced in the 1980s so that the young people could receive training and skills and an opportunity to work towards qualifications from a recognised body.

---

<sup>6</sup>RGL-24845

<sup>7</sup> Exhibit 2 - A Social Psychological Evaluation of a Community Service Programme for Young Offenders in a Northern Ireland Training School, thesis presented for the degree of Master of Social Science, D. Campbell Whyte, August 1981, p32

<sup>8</sup> RGL-27433

<sup>9</sup> RGL2388 – RGL23890

21. The Head of Education, [REDACTED] introduced a points system for education to encourage them. 'Contracting' was also introduced in classrooms for particularly disruptive pupils. This involved drawing up an agreement with the pupil to enable them to earn points if their behaviour in class improved.
22. I recall that the average teacher to pupils' ratio of the classes were in the region of: 1:6/8 in the main school; 1:5 in the short term reception classes and 1:3 in Shamrock House to reflect the varying demands and issues in each setting. Ancillary staff were also available to assist with particularly disruptive pupils.
23. There were Monday morning meetings with all teachers to discuss relevant issues and what was to be achieved for that week.
24. The school day started at 09:00 with assembly that was designed to provide positive messages and motivate the young people. This was held in a building called the "Chapel" although the services did not focus on religion.
25. This was followed by teaching until the classes broke up for lunch, which was served in the Units followed by further classes in the afternoon until about 16:00. The young people then returned to their units where they had dinner and undertook evening activities.
26. Each young person had an educational assessment on literacy and numeracy on entrance to provide a baseline with routine follow up assessments. Many on re-test showed a significant improvement.

#### Support for the children

27. If a young person was unhappy, he or she could talk to numerous people – key workers, team leaders, teachers, matrons/medical staff, chaplains, board members and staff at all levels. In addition, staff were instructed to report complaints by any of the residents to line management<sup>10</sup>.
28. In addition, staff from the Adolescent Psychological Research Unit (APRU)<sup>11</sup> headed by Damian Curran, assisted by four psychologists, attended Rathgael every day and Dr Clenaghan, a psychiatrist, visited the school weekly. Individual cases were referred to the APRU by the team Leader in Rathgael. Often, the Individual Assessment Treatment Profile process would flag up individuals who would benefit from working with the APRU. The APRU would have engaged in one-to-one work with individuals in response to their needs.
29. I also ran group counselling sessions (I was a trained Counsellor) consisting of 10-12 boys. This was confidential unless criminal issues were raised.

---

<sup>10</sup> RGL-46333

<sup>11</sup> RGL-27433

30. Young Teenage Mothers were referred to Parents and Children Together (Barnardos) and Thorndale Family Centre (Salvation Army)
31. In 1982, I helped introduce Independent Assessment Treatment Profiles<sup>12 13</sup> in conjunction with the APRU for each resident. This innovation enabled staff to assess and treat each person individually and covered issues such as family background, education, social skills, and physical and psychiatric problems. An interdisciplinary approach was adopted, which involved social workers, teachers, psychologists, medical staff and the school's consultant psychiatrist working together to identify and ease each young person's particular problems. Although this proved to be an effective model for a lot of kids, it was very challenging to deliver effectively to all. This approach had particular success in reducing and eliminating individual problems. The Social Services Inspectorate agreed this approach as a suitable model.

#### Community Service Programme

32. I could see the benefits of community-based treatments whilst recognising that some young people would benefit better from a residential experience.
33. In 1974, I approached the then Director of Rathgael, **RG 269**, with a proposal to establish the Community Service Programme (CSP)<sup>14 15</sup>. This involved the young people being placed in a variety of Community-based projects aimed at turning them into 'treaters' rather than being treated themselves. **RG 269** agreed to this proposal which I then implemented. For example, they would work with kids in the Rudolf Steiner village at Glencraig on activities such as gardening and sport. They also went to Kilcooley Primary School to teach the children how to play football. Other projects attended by the young people included the Physically Handicapped and Able-Bodied (PHAB) Club in Bangor, the Avoca Playgoup, Beacon House Club and swimming with the handicapped.
34. The young people were supervised by two Community Service Volunteers (CSVs) who were also resident at the school for a minimum period of six months. The Volunteers were selected by the CSV Organisation in conjunction with Rathgael's Community Service Supervisor. These activities put the Rathgael residents into a caring role. Only two abscondings and two alleged thefts were recorded during the first five and half years of the programme in which over 150 boys had participated. This was regarded as an indication of the respect the young people had for the programme and how much they got

---

<sup>12</sup> Exhibit 3 – Initial case conference for **██████████** – 14 Dec 1993

<sup>13</sup> RGL-46505 – RGL-46508

<sup>14</sup> Exhibit 3 – A Social Psychological Evaluation of a Community Service Programme for Young Offenders in a Northern Ireland Training School, thesis presented for the degree of Master of Social Science, D. Campbell Whyte, August 1981, pp33-42

<sup>15</sup> RGL-27433

out from participating in it. The number of young people who volunteered generally exceeded the number of projects so some had to wait until a place became available. Some young people may have been excluded from specific projects because, for example, a boy with a history of sexual offending would have been excluded from nursery group work or a non-swimmer would have been excluded from the swimming project.

35. The CSP was introduced when Rathgael School was undergoing a number of changes. Over time, child-care practices, counselling, individual assessment and treatment approaches were replacing the more custodial and punitive practices that had previously been in place. There was also a growing realisation that isolating boys from the community was inconsistent with the treatment policy which aimed to rehabilitate and prepare boys for return to their own communities better equipped to cope and to lead productive and trouble-free lives. The programme developed as a voluntary option for both school-age and over school-age young people and became established as both a curricular and extra-curricular activity. It was still running in 1991<sup>16</sup> but I am not sure when the programme stopped running.

#### Children on licence or extended leave

36. Rathgael was legally responsible for its care children, including those who had left the centre on licence or on extended leave. There was a small Community Care department that supervised those young children, including the East Side Project<sup>17</sup>, which offered 24 hour support to young people who had settled in east Belfast. This project won a national award in 1984 and went on to take referrals from all over Belfast. The centre also ran three houses for young people who left Rathgael with nowhere to go.

#### Leisure and recreation

30. Evening activities included classes in photography, art and typing. Alternatively, the young people could play pool, do hairdressing or watch television. They also had opportunities to participate in specific projects. For example, in 1976, the young people, under supervision, converted an old Ulsterbus into a play bus, which was used by the Voluntary Service Bureau in the community for children to play in. This involved the young people using the metalwork, painting and motor engineering skills they had learnt in class. The play bus formed part of the Community Service Programme referred to above and provided an opportunity for a young person to act as an Assistant Playbus leader in support of the two ladies who were in charge. For this project it was normal practice for the volunteer to have come from one of the

---

<sup>16</sup> RGL-27433

<sup>17</sup> RGL-23888

estates it operated in and was the only project in which a volunteer travelled unsupervised to and from the project.

31. The school also ran a number of sporting competitions, mostly for football, pool and gymnastics. In fact, there was a Rathgael Gymnastics Club, which consisted of boys mainly and would put on shows. The Bangor Rotary Club would arrange for residents from nursing homes to come into the school so that young people could put on a show for them.

#### Medical and dental

32. There were daily "Sick Bay Parades" and a qualified Doctor came in every week in support of the Medical Department that was on-site. In addition, there were twice yearly medical examinations. This was staffed by a matron and two qualified nurses. First aid provision was available on site 24 hours a day so if a resident suffered an injury they could see a nurse or to be brought to a hospital, depending on the circumstances. The medical services were also subject to inspection.
32. A dentist also came in regularly but this did not work as well as the young people attending their own dentists so this practice stopped.

#### Food and clothing

33. The young people were required to wear a uniform in the early days of Rathgael until the early 1980s at which point they wore their own clothes. There was a laundry department where some of the older residents would also work under supervision.
34. There was a kitchen with three cooks supported by some of the older residents that provided food to all of the Units. The young people could also prepare supper and snacks for themselves in the kitchen facilities provided in the Units. A hot breakfast, lunch and dinner were available, and the diet was varied. There were complaints about this in the 1970s and early 1980s but steps were taken to improve the standard of food provided and the chef was replaced.

#### Staffing and personnel aspects

35. Rathgael consisted of Care and Youth Treatment staff supported by administrative, medical and legal personnel in addition to those servicing facilities and accommodation, e.g. the laundry and kitchen.
36. All the teachers were qualified. The care and youth treatment staff were either qualified in the Certificate of Qualification in Social Work (CQSW) or Certificate of Social Services (CSS) Social Workers. Unqualified care and youth treatment staff were also recruited but were required to become qualified within five years.

37. There were also Night Supervisors. These were unqualified staff who were responsible for keeping an eye on the young people at night and, therefore, had to stay awake all night. They would produce a report each morning for the day staff coming in. I recall one Night Supervisor being disciplined because he had fallen asleep whilst in duty. A senior member of staff was also on duty on site until 22:30 every evening. As Director, I would also have been contactable out of hours.
38. There were staff houses situated on campus but separate from the young people. I chose not to take one as I was keen to keep my personal life separate from work.

#### Home leave

39. The amount of home leave a young person received and the date of their ultimate release depended largely on progress in Rathgael. Progress in terms of education and response to education was continually monitored and recorded by a system of marks and grades.

#### Transfer of Girls from Whiteabbey<sup>18</sup>

40. A fire had been started in Whiteabbey Training School in 1985 by some of the residents and it was fortunate that no one was seriously injured or killed. This triggered the closure of the Training School with Rathgael and Whiteabbey being amalgamated.
41. I had pressed for a phasing out of Whiteabbey with girls being allowed to leave from there when appropriate and new residents being sent to Rathgael so that they had no previous experience of Whiteabbey. However, the decision was made by the Rathgael/Whiteabbey Joint Management Board and sanctioned by the NIO to immediately close Whiteabbey and transfer the girls to Rathgael. This resulted in a culture change for the girls, boys and staff alike that was initially difficult to manage.
42. There was limited time to prepare for the arrival of the girls and they did not want to be there. The girls were initially put together in one unit but this proved to be a mistake and resulted in some very disruptive and challenging behaviour – they probably felt that they had been forced to go there and may well have been scared. Everyone had to adjust, which took a long time and it is my opinion that it should have been planned better.

---

<sup>18</sup> RGL-22199 – RGL-22201

### Relationship with the Department

43. Rathgael was a statutory body and was therefore held responsible to the NIO. NIO officials focused on finance and macro matters whilst the SSI would have focused on the care of the young people.
44. Minutes from the Monthly Management Board meetings<sup>19 20 21</sup> and sub-committees (Finance and Property, Review (monthly review of children's cases), Staff and Runkerry) were provided to the NIO.
45. The Director's Report<sup>22</sup> also issued monthly to the NIO and covered routine reporting on issues such as disciplinary issues and anything that may result in publicity plus more serious issues, including allegations of abuse. There were no Key Performance Indicators to report against.
46. My Senior Management team and I developed a five-year business plan (commissioned to Price Waterhouse). This was presented to John Ledlie, the then Deputy Under Secretary at the NIO – this reflected the division between care and justice young people and what the Centre aimed to achieve. This was reported against annually.

### Relationship with other Training Schools

47. The staff of Rathgael had good relationships with all the other Training Schools. We were able to discuss issues that impacted across the institutions.

### Rewards and points / disciplinary systems

48. A points system had been developed by [REDACTED] in the Education Department to reward good behaviour. This could result in a small monetary reward being awarded but also resulted in personal pride and positive reinforcement of good behaviour. Just having good behaviour recognised was a reward for the young people. The points were discussed with them at their weekly meetings.
49. Conversely, sanctions were deployed in response to bad behaviour. This could have meant a young person may not have been allowed to go on an outing, for example.

### Corporal punishment

50. I am aware that in the 1970s permissible use of the cane in the Junior School took place. This would have been administered by Senior Staff and entered in

---

<sup>19</sup> RGL-22772 – RGL-22777

<sup>20</sup> RGL-22955 – RGL-22957

<sup>21</sup> RGL-22969 – RGL-22975

<sup>22</sup> Exhibit 5 – Letter from Mr Ledlie to C Whyte re Director's Report dated 30 July 1992

a Punishment Book. I personally never administered or observed corporal punishment.

51. When corporal punishment was abolished in state schools a Directive issued stating that there was to be no more corporal punishment in Training Schools so this practice stopped. Withdrawal of privileges became the main form of discipline – pocket money, TV, swimming pool, home leave and outings. This was part of the weekly Mentions Meeting. Major incidents would have involved Senior Staff, family Social Worker and Probation Officer if appropriate.

### Absconding

52. The “Pindown Report” 1991<sup>23</sup> was the subject of an SSI Inspection report at Rathgael<sup>24</sup>. There was no “pindown” at Rathgael as it was against the rules although it was recognised that running away was an endemic problem in open establishments.
53. Every time a young person absconded, this was reported to the local police. Rathgael received a lot of criticism because of the high level of absconding. In response to criticism by the North Down MP Jim Kilfedder, the Spectator newspaper ran an article on the school on 22 September 1991<sup>25</sup>. Statistics at the time of the article in relation to absconding showed that in the previous six months, 54% had not absconded; 34% had absconded but many were just late back from home leave, a training programme or work whilst some were absent for a day or two; only 12% were persistent and serious absconders – these were the cause of most concern.
54. The young people were counselled on the likely consequences of absconding and sanctions, such as depriving them of taking part in activities or freedom of movement were applied. In addition a number of measures were in place to reduce absconding in relation to: carrying out detailed research to ensure improvements, if any, could be measured; provision of a residential programme for homeless children outside North Down; and, continuation of work on providing a semi-secure building to enable the more serious absconders to be locked in their rooms at night.
55. Fofany Cottage, which opened on 27 May 1994,<sup>26</sup> was established as a result of Rathgaels’ Mourne Cottage Project with the support of the Prince’s Trust Young Offenders Group committee. The aim of the project was to provide a

---

<sup>23</sup>

<https://www.staffordshire.gov.uk/yourcouncil/dataprotectionandfreedomofinformation/publicationsscheme/The-Pindown-Experience-and-the-Protection-of-Children.pdf>

<sup>24</sup> RGL-23801 – RGL-23805

<sup>25</sup> RGL-27433

<sup>26</sup> Exhibit 6 - Fofany Cottage Project – the Official Opening – 27 May 1994

short-term accommodation for young people who had nowhere to go on leave weekends or during holiday periods.

#### NIO funding and impact of cutbacks

56. In the early days of Rathgael, funding was adequate, perhaps generous. For example, when I started in 1973 I was brought in to teach boys who were now required to stay on at school for a further year because the school leaving age had gone up by a year<sup>27</sup>. I was given whatever resources I required to set up the classroom for these boys.
57. The budget cuts started to impact in the 1980s.
58. The cutbacks resulted in staff redundancies with the senior management team being reduced by about 50%, though I do recognise that Rathgael was rather top heavy at the time. I attempted to protect the resources directly involved in caring for the young people but this was not always possible. In total I made 20 members of staff redundant from various departments. This had the unfortunate knock-on effect that some workshops were closed (for example, painting and bricklaying). There is no doubt that this was a loss for the young people.
59. I recollect that these were purely financial decisions as a result of the importance of the workshops not being recognised by the funders but I can't remember how these decisions were made.

#### Training

60. The Rathgael staff generally was highly qualified and motivated. They were trained in all relevant aspects of their work, including the general care of the young people in line with the ethos of the Centre. Staff were also required to keep up to date with best practice. We attended local and national conferences that were relevant to our work; this was funded by NIO out of the Rathgael budget. Newly appointed unqualified staff had to become trained within five years from the date of their appointment. If unsuccessful, management could dispense of their services.

#### Inspections

61. The SSI provided expertise in relation to the care of the young people and inspections took place regularly. I can recall recommendations being made and there should be follow up inspections a year later.
62. I think we were told in advance of impending inspections. I do not recall any spot inspections. The inspection reports were provided to the Management

---

<sup>27</sup>Exhibit 7 – s36 Education and Libraries (NI) Order 1972

Board and to me, as Director. The recommendations were generally accepted and implemented.

63. I do, however, recall challenging one recommendation in relation to night supervisors. Following one inspection, the SSI was keen to remove night supervisors (these were unqualified staff) and bring in qualified sleep over staff. There were at least three suicide attempts at Rathgael that I was aware of but none were successful due to the vigilance of the night supervisors. On one occasion, the night supervisor had checked in on a young person and, although the young person was attempting to conceal that he had cut himself, the supervisor detected blood dripping onto the floor. The emergency services were called immediately and the young person was taken to hospital. The recommendation to remove night supervisors was not implemented.
64. There were follow up inspections to ensure the recommendations had been implemented and I do not recall any issues as a result of these inspections.
65. I cannot recall if any Social Work Advisory Group (SWAG) inspections took place in the in 1970's and early 1980's but I am aware that they would have visited and provided advice from time to time.

#### Self-harm

66. In addition to the suicide attempts I was aware of as outlined in paragraph 63, there were incidents of children cutting themselves and swallowing glass. The young persons involved in such incidents would have received medical attention and been taken to hospital if required.<sup>28 29</sup>
67. Due to serious concerns about self-harm I set up a Self-injury Monitoring Group that I chaired on a monthly basis. It was attended by our medical nurse, Damian Curran (APRU) and other relevant staff. The purpose of the group was to monitor patterns of self-injurious behaviour. Where we were concerned about particular individuals or a group we would make the staff aware and place the child or children under closer supervision or assign extra staff to a particular unit.

#### Peer abuse / bullying

68. Bullying went on at peer level – this was monitored, reported and action was taken. Unfortunately, it is an endemic problem in all institutes and impacted both staff and other children.

---

<sup>28</sup> RGL-46319

<sup>29</sup> RGL-46326 – RGL-46327

### Control and Restraint

69. In England and Wales staff dealing with young offenders were trained in control and restraint (C&R) by the prison service, for example at Aycliffe in Durham. However, this resulted in children being hurt so this approach was not taken forward in Rathgael. In the 1990s, C&R training more appropriate for use on young children was provided to teachers, social workers and other staff in Rathgael by an agency other than NIPS. I recall this had been approved by the SSI.
70. I don't recall guidance from the NIO as this would have been a matter more for the SSI.

### Transfer of Children<sup>30</sup>

71. If it was necessary to remove a young person from Rathgael to Millilse or the Young Offenders Centre<sup>31</sup> because they were a serious danger to others and themselves, permission would first be sought from the NIO; an order would be signed by a Lay Magistrate, which was then presented to the police to effect the move. I recall doing this twice.

### **Complaints / Allegations of abuse**

72. There was a complaints procedure in place and less serious issues were generally handled at house level by Key Workers and House Team Leaders.
73. Serious allegations had to be reported to senior managers. The first step was to establish the facts (e.g. was the staff member allegedly involved actually there). If there were reasonable grounds for suspicion, the issue was routinely reported to the local police, NIO and Rathgael Board of Management. The member of staff was placed on precautionary suspension pending the investigation.
74. My responsibilities with regards to responding to complaints and allegations were very clear – the welfare, care and control of the children under my responsibility was of primary importance and, therefore, policies and procedures had to be followed to deliver this.

### **Aftercare**

75. There was a Training School Aftercare Group established by SSI at which each Training School was represented. The purpose of the group was to implement

---

<sup>30</sup> RGL-100635 – RGL-100637 – schedule 5, 10(1) Children and Young Persons Act (NI) 1968

<sup>31</sup>RGL-42135 – RGL-42144

the placing out in aftercare element of the 1952 Training School Rules<sup>32</sup> (also referenced in the Children and Young Persons Act (NI) 1968<sup>33</sup>). This was all embracing and progressive legislation that provided for statutory aftercare for all young persons leaving Training Schools and ultimately influenced The Children (NI) Order 1995<sup>34</sup>. Aftercare was provided across Northern Ireland to every child that left Training School.

76. A formula was used to calculate how long aftercare applied to each young person but it would have been for a minimum of one year and up to three years minus one day. Factors such as their age and why they had been assigned to a Training School were used to determine this. A Review Committee met monthly to discuss the progress of each child and to consider their discharge on License.
77. The primary function of aftercare on discharge was to ensure that each young person was housed in approved accommodation; this could be their family home, the children's home they had come from or boarding out, depending on what age they were discharged from the Training School. For older individuals leaving Training Schools, there was initially an approved landlady scheme that was replaced by supported housing.
78. A further function of aftercare was to help secure education or employment for each young person, depending on age and, return to mainstream education for the younger individuals. Young persons were generally supported up to the age of 18, with some receiving support up to the age 21 in exceptional circumstances where they undertook A' levels and went on to attend university.
79. Youth Training Programmes were run by the employment agencies in the 1970s and 1980s and provided supervised work placements for young persons.
80. The legislation was robust in that it required aftercare to be monitored and included the ultimate sanction of recall if progress was not satisfactory<sup>35</sup>.
81. The Eastside project was a product of the Black Report (1979)<sup>36</sup> providing support for young people as an alternative to going to a Training School and after they had been discharged from a Training School. It was established by the NIO in conjunction with east Belfast and Castlereagh Unit of Management of the Eastern Health and Social Services Board and opened in the early 1980s. It is now located in Dundonald and prompted the establishment of the Northside project and Whitefield projects throughout Northern Ireland.

---

<sup>32</sup> SPT-80063 – SPT-80073 - para 49-49, Training School Rules 1952

<sup>33</sup> SPT-100587 – s89 Children and Young Persons Act (NI) 1968

<sup>34</sup> <http://www.legislation.gov.uk/nisi/1995/755/contents/made>

<sup>35</sup> SPT-100587- Ibid s89(3)

<sup>36</sup> SPT-100717 – SPT-100785

**Known Allegations**

82. During my time as Director, I was aware of allegations against staff, some of which I recollect in more detail than others. I consistently maintained that all allegations of abuse at Rathgael would be treated formally in line with policies and procedures. The school's management board, the police and the NIO were informed as a matter of course.

**RG 16**

83. An anonymous letter was received in which an allegation was made against **RG 16**, **RG 16**. **RG 16** was placed on a precautionary suspension while the allegation was investigated. The NIO, the SSI and the Board were involved in the investigation. The boys allegedly involved were interviewed and all denied the allegations that had been made against Mr **RG 16**. He was subsequently reinstated.

**RG 17**

84. In about 1984, I placed **RG 17** under precautionary suspension as a result of allegations that he had grabbed a boy who had been running down the corridor and shouting. The boy complained and went to the nurse who found bruising. The police were involved and **RG 17** was suspended pending the outcome of their investigation. **RG 17** was re-instated but subsequently left on health grounds.

85. This is the only allegation in relation to **RG 17** that I was aware of until reading some of the Applicants' statements.

**RG 258**

86. **RG 258** was a senior member of staff in the Care Reception Unit. A boy alleged that he had hit him; this was corroborated by another boy. I placed Mr **RG 258** under precautionary suspension pending investigation by the police. The police found no grounds to take the case further and **RG 258** was reinstated.

**RG 11**

87. On the back of an article in the Sunday World in January 1987<sup>37</sup> in relation to allegations of "free-living" parties and "lovers living-in" at Rathgael, a thorough investigation was carried out<sup>38</sup> during which a number of staff were interviewed and a report was produced; this was shared with the NIO<sup>39</sup>. From the papers it is apparent that **RG 11** was required to vacate the staff house he occupied

<sup>37</sup> Exhibit 8 - Sunday World article, 19 January 1987

<sup>38</sup> Exhibit 9 – letter from NIO outlining expectation that an investigation will be conducted – 20 Jan 1987

<sup>39</sup> Exhibit 10 – investigation report dated 4 Feb 1987 on the Sunday World allegations 18 January 1987

on the Rathgael campus as his behaviour was in breach of his accommodation agreement<sup>40</sup>. The documentation also shows that the report was acknowledged and accepted by Mr L McClelland, then Assistant Secretary in the NIO<sup>41</sup>.

88. I am aware of allegations made by the following:

- [REDACTED] (HIA83) 1976 and 1977-78
- [REDACTED] (HIA172) 1986 – 1990
- [REDACTED] (HIA182) 1989
- [REDACTED] (HIA198) 1994 – 1997
- [REDACTED] (HIA200) 1974 – 1975
- [REDACTED] (HIA231) 1993, 1994 and 1995
- [REDACTED] (HIA236) 1993 – 1995)
- [REDACTED] (HIA248) 1974 – 1979
- [REDACTED] (HIA267) 1975 - 1977
- [REDACTED] (HIA268) 1985 – 1987
- [REDACTED] (HIA372) 1973
- [REDACTED] (HIA386) 1992-93, 1995 and 1996
- [REDACTED] (HIA389) 1983
- [REDACTED] (HIA400) 1976 – 1977
- [REDACTED] (HIA429) 1985 – 1989
- [REDACTED] (HIA434) 1986 – 1989
- [REDACTED] (HIA438) 1998 – 1990
- [REDACTED] (HIA503) 1994

89. I note that allegations have been made by HIA83 and that he has said that [REDACTED] and **RG 74** physically abused him on a number of occasions both times that he was a resident in Rathgael. I note that no other applicant has made the same complaint.

90. I note that allegations have been made by HIA172 and that he has said that a number of staff at Rathgael [REDACTED], [REDACTED], [REDACTED] (also alleged by HIA429), [REDACTED], [REDACTED], [REDACTED] (also alleged by HIA231), [REDACTED], **RG 33** (also alleged by HIA268), **RG 62**, **RG 17** (also alleged by 200 and 429)) physically abused him.

<sup>40</sup> Exhibit 11 – letter from [REDACTED] to **RG 11** dated 3 Feb 1987

<sup>41</sup> Exhibit 12 – letter from [REDACTED] to [REDACTED] acknowledging receipt & accepting report – dated 27 March 1987

91. HIA172 also alleges that the food at Rathgael was insufficient. HIA386, HIA503 and HIA389 also state that the food was poor although others, HIA429, HIA400 and HIA434 state that they were content with the food.
92. I note that HIA182 alleges that **RG 11** physically abused him whilst in Rathgael; HIA386 also alleges excessive restraint by **RG 11**.
93. I note that HIA198 alleges that two members of staff, **RG 2** and **RG 20**, were physically abusive. Other applicants (HIA386 and HIA503) also allege physical abuse by **RG 2**. HIA429 and HIA434 allege that **RG 20** was physically abusive.
94. HIA198 describes being locked up in Shamrock House and that facilities consisted of a thin blue mattress and one thin blanket. This is also alleged by HIA386, HIA438, HIA436 and HIA503.
95. HIA198 states that staff did not check if he had sustained injuries when he fell down some stairs. HIA198 is also critical of the medical provided at Rathgael, as are other applicants (HIA386 and HIA503).
96. I note that HIA200 alleges physical, emotional and verbal abuse from other boys and staff at Rathgael. He specifically refers to physical abuse by **RG 16**, **RG 73** and **RG 17**. He also alleges that when boys absconded they were made to wear shorts instead of jeans as punishment.
97. HIA23 alleges sexual and physical abuse by **RG 39** on numerous occasions as well as excessive physical restraint by him and **RG 39**. I note that HIA236 alleges a long term sexual relationship with **RG 39** and that **RG 39** also sexually abused her. No other applicants allege abuse by **RG 39**.
98. I note that HIA248 alleges physical abuse by **RG 39**, **RG 39**" and by **RG 39**. No other applicant alleges abuse by these members of staff. HIA248 also states that he liked **RG 39**.
99. I note that HIA267 alleges physical abuse by **RG 50**, **RG 50**, Mr **RG 66**. No other applicant alleges abuse by these members of staff. HIA267 also states that he liked **RG 17** and references the gymnastics club.
100. I note that HIA268 alleges sexual abuse by **RG 17**. HIA268 also alleges physical abuse by **RG 17**, as does HIA172.
101. I note that HIA372 makes no complaints in relation to Rathgael.

HIA386 makes allegations in relation to a number of staff in relation to excessive control and restraint by **RG 11** and physical abuse by **RG 2**

**RG 5**. HIA389 also alleges excessive restraint by **RG 5** and being hit by a member of the night staff.

HIA386 also states that she was made to eat on her own; slept on thin blue mattress on the floor; and that the food was disgusting and was hungry most of the time.

HIA386 is critical of the education provided, as are HIA428 and HIA503. I note that HIA434 states that the education provided was adequate and HIA400 describes that he completed a City and Guilds in Motor Engineering.

HIA436 is crucial of being locked in 'Shamrock' room for up to 72 hours at a time and of the medical provided.

102. I note that allegations have been made by HIA389 in relation to being restrained and unable to breathe, specifically excessive restraint by **RG 5** which resulted in her being taken to hospital. HIA389 also alleges being locked in the "D" room with nothing but a gymnasium mat to lie on. She also alleges that **██████████** spat in her face and food.

HIA389 also describes incidents of other young people being excessively restrained and was allegedly slapped and kicked by member of staff.

I note that HIA389 is also critical of the food and claims she was hungry most of the time.

103. HIA400 alleges peer bullying; this is also alleged by HIA389. HIA400 is of the view that this was of a result of Rathgael being badly managed although he states that he was well fed, reasonably well looked after and that staff were reasonable apart from their lack of awareness of peer bullying. HIA400 is critical that because of absconding he not allowed home visits or outdoor pursuit trips. I note that HIA400 completed a City and Guilds in motor engineering.

104. I note that HIA429 alleges physical abuse by **RG 17** (use of the "slipper"), **RG 20** and **██████████**. I note that he participated in the Rathgael cycling club in Rathgael and "loved" the food but felt that education provided was poor although HIA434 felt that education was adequate.

105. I note that HIA434 allegedly witnessed **██████████** assaulting another boy. Two other applicants (HIA198 and HIA429) also allege that **██████████** was physically abusive.

106. HIA434 describes being locked in a room for 10-14 days in underwear with plastic mattress and sheet after absconding. HIA438 also describes being locked in a room with a thin mattress and a blanket after absconding for 1-2 days.

107. I note that HIA438 alleges excessive restraint by **RG 80** and inappropriate touching by **RG 82**. No other applicants make allegations against these members of staff.
108. I note the allegations made by HIA503 and that she says she was verbally abuse by **RG 2** and subject to excessive restraint by **[REDACTED]** who sat on her. HIA503 alleges that she had to bathe with the door open and so had no privacy.
109. She also says she was provided with a plastic gymnastic mat instead of a mattress and one thin blanket.
110. I note that HIA503, like others (HIA198, NIA386, HIA438 and HIA436), describes being locked in the isolation room in Shamrock.
111. Like others, HIA503 is critical of the food, the level of medical care and the education provided.

### **Response to the allegations**

112. In relation to complaints regarding the quality of the food provided, there were complaints about this in the 1970s and early 198s but steps were taken to improve the standard of food provided and the chef was replaced.
113. In relation to allegations of poor facilities provided in room 'D' in Shamrock House, they are an accurate reflection of the conditions, though lock up would never have lasted for more than 48 hours. I recall that these facilities were SSI approved.
114. I was not aware of the alleged incidents of physical, sexual and emotional abuse at the time they are alleged to have taken place. If such abuse occurred, it was against the ethos and authority of the organisation and would clearly have constituted a disciplinary and criminal offence and would not have been tolerated.

**Campbell Whyte**

**28 September 2015**

and 1947. These do not appear to have been reported to the MoHA at the time, nor was the fact that this information had emerged during the investigation reported to the MoHA by the Bishop. It was also alleged by one of the older boys during the investigation that younger boys were being abused in the lavatories (i.e peer sexual abuse). This also was not brought to the Minister's attention.

- 2.4 To our knowledge the next allegations to be made known to the MoHA in relation to the abuse of children, were the Rubane incidents which occurred some sixteen years later in 1964 and in respect of which, the DHSSPS has already commented to the HIAI in some detail<sup>39</sup>. The DHSSPS has postulated that it is unlikely that officials dealing with the 1964 issues would have been aware of the 1948 Ecclesiastical Investigation into St Patrick's Industrial School<sup>40</sup>.
- 2.5 The DHSSPS statement dated 19 September 2014 noted that the sexual abuse by staff of children in institutional care was not recognised as a potentially much wider issue in Northern Ireland until the early 1980s when the Kincora scandal broke. Indeed, the sexual abuse of children within families and the community also appeared only to have been fully recognised in its own right around 1984 when HSS Boards began collating statistics on the incidence of child sexual abuse.<sup>41</sup> The DHSSPS statement also noted that the conclusions reached by MoHA in 1964, following investigation of the Rubane allegations by the police and the de La Salle Order, were probably reasonable in the light of prevailing knowledge (or lack of it) about sexual abuse at that time, as well as the apparently implicit trust then placed in the caring nature of religious orders.
- 2.6 There is no document available to indicate if the police were notified of the 1948 allegations whether by the family of [REDACTED], his legal representatives, the De La Salle Order or the MoHA. By contrast it is clear that the 1964 allegations were appropriately reported to the police.

### **The 1950 and 1952 Home Office Guidance**

- 2.7 With further reference to knowledge about the potential for abuse of children around the time and shortly after the [REDACTED] allegations were made, the the DOJ and DHSSPS have noted that the evidence received by both Departments from the HIAI in respect of Module 7 included two circulars issued in 1950 and 1952 respectively by the UK Home Office to correspondents and to headmasters and headmistresses of approved schools

<sup>39</sup> DHSSPS statement to the HIAI dated 19 September 2014

<sup>40</sup> Paragraph 19 of the above DHSSPS statement

<sup>41</sup> see paragraphs 40-43 of the May 2014 Departmental Supplementary Statement



NORTHERN IRELAND OFFICE  
DUNDONALD HOUSE  
UPPER NEWTOWNARDS ROAD  
BELFAST BT4 3SU

[REDACTED]

20 January 1987

[REDACTED]

**"SUNDAY WORLD" ALLEGATIONS**

I enclose a photocopy of an article which appeared in the Sunday World on 18 January. Our first intimation of the allegations quoted in the article was a telephone call from the Department's Press Office last Friday afternoon, following an approach by a Mr Jim McDowell, a freelance journalist. It seems that Mr McDowell had been approached by a [REDACTED] a former Rathgael employee, who had referred to "free-living" parties taking place on the Rathgael campus and said that these events were being noted by the Democratic Unionist Party.

[REDACTED] last Friday, Mr Ireland authorised the Press Office to inform Mr McDowell that the Department had no knowledge of such incidents but would draw the matter to the attention of the Management Board.

I am sure you are as anxious as I am to determine what substance, if any, there is to these allegations and I presume that your Board will be carrying out a thorough investigation. In the circumstances, the sooner the facts are ascertained the better. I would ask you to let the Department have a report on the matter in due course.

I am sending a copy of this letter to [REDACTED]

*Yours sincerely*

[REDACTED]

Hidden copies:

[REDACTED]

EPC/845

# DUP PROBE SEX AND BOOZE PARTIES AT BORSTAL

By JIM McDOWELL



• Ian Paisley — expressed an interest.

THE DUP are compiling a dossier on extra-marital sex and booze-swigging parties alleged to have taken place at an Ulster training school.

And the allegations could be presented on the floor of Westminster by party leader Ian Paisley. But it's not the juvenile delinquents and difficult adolescents who are accused of taking part in the parties.

According to a former night housemaster as the Province's Rathgaele corr-

ection centre in County Down, it's a few errant members of STAFF who have been staging the booze sessions. Bangor man [redacted] he tendered his resignation from Rathgaele after a row with his superiors sparked by a run-in over advice he offered to a tearaway teenager under his care.

ing a full-time post because of an alleged 'jobs for the boys — and girls — policy' among some staff at Rathgaele.

### Adults

And [redacted] from [redacted] honestly admits he tendered his resignation from Rathgaele after a row with his superiors sparked by a run-in over advice he offered to a tearaway teenager under his care.

"I told the boy that unless

he wanted to grow up like his father, he'd better straighten out," [redacted] recalled.

"I also told him that his father had better beware of returning to the [redacted] because there were certain people there looking for him because of his activities there," he added.

He said his superior at Rathgaele pulled him into a 'hearing' about his remarks, and wanted to warn him about his conduct.

"I told them there was no need. If I couldn't be honest with the boys for their own good, I was resigning —

there and then." Mr. [redacted] said. However, he now claims that while he was on duty for three years of night cover at Rathgaele:—

### Awake

- Some members of staff lived openly on the complex with their live-in lovers.
- Teenage residents lay awake well into the early morning listening, 'within easy earshot', to the raucous behaviour of some of their adult overseers at 'swinging' all-night parties.
- "And," according to ex-housemaster [redacted] "all of

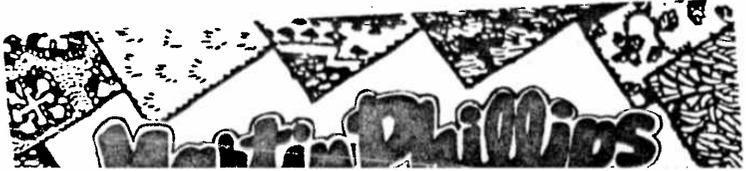
that was to the good of no-one — especially the teenage residents we were trying to put back on the straight and narrow." Also, says [redacted] whose [redacted] still works in the young offenders' environment, another night overseer has kept a detailed log of everything he had seen going on.

Now, the DUP have taken [redacted] allegations so seriously they are currently compiling a file on his complaints.

Belfast DUP Councillor Jim Walker accompanied [redacted] as a witness as he gave his statement to SUNDAY WORLD last

week. And Councillor Walker said: "We're putting together a dossier on all of this. The Party leader, the Rev. Ian Paisley, has already expressed an interest. Don't be surprised if the whole case ends up on the floor of either the Westminster or, more likely at present, the European Parliaments."

Last night, a spokesman for the Northern Ireland Office said: "The Northern Ireland Office has no knowledge of any such incidents but we will be drawing the matter to the attention of the school's management board."



# 'YOU'VE WON A

OFFICIAL-SENSITIVE-PERSONAL

OFFICIAL-SENSITIVE-PERSONAL

RGL-1808

K21110

Copy to Dr. McLoy  
 Th. McEifpatrick  
 Mr. Wilson.

J. Mc. 7/12

CONFIDENTIAL.

6th December 1989

Mr. L. McClelland,  
 Assistant Secretary,  
 Northern Ireland Office,  
 Royston House,  
 34 Upper Queen Street,  
 Belfast,  
 BT1 6HU.

Dear Mr. McClelland,

I would be grateful if you could confirm receipt of the letter which I delivered to your office on 6th December 1989 which contains a number of serious allegations of criminal acts on young people who are resident at the Rathgael Centre.

I understand that you were about to have a meeting with Mr. C. White, Director of the Rathgael Centre, regarding these allegations and, as some of the young people may be in the care of my Board, I would be grateful if you could let me know what action will be taken and, in due course, the outcome.

I believe that other Boards may have received a copy of this letter and will no doubt wish to know the outcome as soon as possible. In the meanwhile, I have copied this letter to them and to Mr. J. Kearney, Assistant Secretary, Department of Health and Social Services, Dundonald House.

Yours sincerely,

R. J. Bunting,

R.J. Bunting,  
Assistant Director of Social Services

Copy to: Miss F. Simpson, Northern Board.  
 Mr. W. Halliday, Southern Board.  
 Mr. D. Burke, Western Board.  
 Mr. J. Kearney, Assistant Secretary, DHSS.

STAFF IN CONFIDENCE

FROM: J R KEARNEY  
Child Care & Social Policy Division

cc: Secretary  
Dr McCoy  
Mr McElpatrick  
Mr Wilson

DATE: 7 December 1989

Dr Harbison

ALLEGATIONS OF SEXUAL ACTIVITIES AT RATHGAEL TRAINING SCHOOL

1. This note records the information which I reported verbally to you late last night and this morning.
2. Late yesterday evening, I learned that:
  - a. Mr Bunting had contacted Mr Wilson by phone about certain allegations about sexual activities at Rathgael. He wanted to know the appropriate Assistant Secretary in NIO and the Chairman of Rathgael.
  - b. Mr McElpatrick had received that afternoon from Miss Simpson, ADSS in the Northern Board, a copy of an anonymous letter from "a very worried mother" of a boy at Rathgael.
3. The anonymous letter made three allegations based on information given to the mother by her son at Rathgael:-
  - a. some months ago a young girl was stripped and assaulted by other girls while on a trip to the outdoor pursuits centre (this is presumably Runkerry). While the former Director of Rathgael and the girl's housemistress wanted to call in the Police, a senior member of staff (who was named) would not allow them to do so because he said it would give the school a bad name;
  - b. a few weeks ago some boys were able to keep runaway girls in their Unit all night and have sex with them. The Police knew about this incident;
  - c. the senior member of staff has been taking boys on their own to a local health club and having showers and saunas with them. A particular boy was named as going most often and it is alleged that it is the talk of the whole school that some sexual acts take place.

The letter had been sent to each Director and to other people who were not named, asking that something be done to help and protect the children since "Northern Ireland does not need another Kinora".
4. My immediate concern was to ensure that NIO knew of the allegations and that investigation of them was being undertaken by Rathgael. Following urgent discussions with Dr McCoy, Mr McElpatrick and Mr Wilson first thing this morning, I phoned Mr McClelland in NIO. He explained that:
  - a. NIO's Information Office were approached by Sunday Life on Tuesday of this week. The reporter claimed to have a copy of the letter but would not release it to NIO or divulge the name of the member of staff;

## MANAGEMENT - IN CONFIDENCE

FROM: DR J J M HARBISON  
DATE: 18 DECEMBER 1989

cc: Secretary  
Dr McCoy  
Mr McIlpatrick  
Mr Wilson

Mr Kearney

## RATHGAEL TRAINING SCHOOL

1. Thank you for your minutes of 7, 8, 12 and 13 December concerning the allegations of sexual activities at Rathgael Training School. I also note the minutes from Mr McClelland dated 8 and 15 December to PS/Minister of State.
2. I am relieved at the outcome of the internal investigation completed by Rathgael Board.
3. The system for responding to such allegations appears to have operated satisfactorily and I take it that there are no lessons which we or NIO should learn from the experience in handling such a situation?
4. The importance of comprehensive records being held in such establishments as Rathgael has been emphasised; the vulnerability of staff working in these homes to anonymous letters is also clear.

  
J J M HARBISON

## MANAGEMENT IN CONFIDENCE

FROM: J R KEARNEY  
Child Care & Social Policy Division

cc: Secretary  
Dr McCoy  
Mr McElfatrick  
Mr Wilson

DATE: 12 December 1989

Dr Harbison

## RATHGAEL TRAINING SCHOOL

1. Mr McClelland, NIO, phoned me this morning to report on the present state of play in the inquiries being made at Rathgael into the allegations of sexual activities.
2. Three boys have been identified as having been "off-campus" with the [REDACTED] and all three have been interviewed, with the following results:-
  - a. one boy admitted that he had been at Bloomfield with the [REDACTED], but always in the presence of another staff member;
  - b. a second boy admitted having gone jogging with the [REDACTED], but did not know what or where Bloomfield was;
  - c. the third (and named) boy admitted having been at Bloomfield with the [REDACTED] but totally denies any sexual activities. He claimed that in the sauna there were always other people, and they were covered with towels. When confronted with the allegations, the boy was angry and described them as "a pack of lies".
3. Rathgael have confirmed from their records that all the jogging trips, etc, were logged, as was the meal with the [REDACTED] and his wife. The named boy's records show that staff (including social services) identified his need for a father figure as a role model, and the [REDACTED] was identified as the appropriate person because the boy had a good rapport with him.
4. NIO have authorised Rathgael to proceed to interview the [REDACTED] and this should take place this afternoon. A final report should be available later this week, and NIO will consult us. To date, as no corroborating evidence has emerged, the Police have not been involved.
5. I shall keep you informed of developments.

  
J R KEARNEY

## MANAGEMENT IN CONFIDENCE

FROM: J R KEARNEY  
Child Care & Social Policy Division

cc Secretary  
Dr McCoy  
~~Mr McElfatrick~~  
Mr Wilson

DATE: 13 December 1989

Dr Harbison

## RATHGAEL TRAINING SCHOOL

1. Dr McCoy heard from Mr McClelland this afternoon the outcome of Rathgael's inquiries into the allegations against [REDACTED]. This is that:
  - a. Rathgael is satisfied on the basis of the inquiries made that the allegations are unfounded;
  - b. a special meeting of the Management Board is to be held tonight and, with their agreement;
  - c. the precautionary suspension will be lifted tomorrow.
2. In the light of this outcome, the School has not involved the Police.
3. Mr McClelland will now write to Directors of Social Services to let them know the outcome in view of a letter to him from Mr Bunting of the Eastern Board asking that Boards be kept informed.



J R KEARNEY

# Rathgael Centre for Children and Young People

(Rathgael and Whiteabbey Schools Management Board)

Director - D. C. Whyte, B.A., M.S.Sc

169 Rathgael Road  
BANGOR  
Co. Down  
BT19 1TA

Tel: Bangor (0247) 454276

11 December 1989

Mr. L. J. McClelland,  
Assistant Secretary,  
Northern Ireland Office,  
Training Schools Branch,  
Royston House,  
34 Upper Queen Street,  
BELFAST BT1 6HV.

Dear Mr. McClelland,

Re: Investigation of allegations contained in anonymous letter received by the Department

## Allegation 1

'While [REDACTED] the [REDACTED] and [REDACTED], the girls' [REDACTED] wanted to call in the police, [REDACTED] who runs the Care side would not allow them to because he said it would give the School a bad name'.

The comprehensive Report on this incident which was handed to Mr. McClelland (NIO) on Friday, 8 December 1989, clearly establishes that:-

- [1] The matter was reported to the Police and dealt with by them (Ref. 6 (h), and
- [2] [REDACTED] was not involved in the decision-making process, Ref. 6 (h).

## Allegation 2

'Just a few weeks ago some boys were able to keep runaway girls in their Unit all night and have sex with them. The Police have the information about this but does nobody supervise these youngsters at night?'

The Unit referred to is an Independence Flat attached to House Unit 3 which normally houses 3 boys who are working during the day out of the Centre and which aims to afford them a more independent living experience before they leave the Centre. Because of this facility staff supervision is not as intensive as in the ordinary Open House Units. However, the Reports of the incident which occurred on 13/14 October, which were handed to Mr. McClelland on Friday, 8 December 1989, show that staff visited the Unit on three occasions between 12.00 p.m. on 13th to 7.50 a.m. on the 14 October. The police were informed immediately and the matter is at present being investigated.

Following this incident in October the Independence Flat was closed immediately.

## Allegation 3

'My son says that this [REDACTED] has been taking boys on their own to a local health club, Bloomfield, and having showers and saunas with them. He says one boy in particular a [REDACTED] went most often and it is that

.../1

.../2

talk of the whole school that some sexual acts take place. Why would any man pay to take young boys to a club for showers when there are lots of showers in Rathgael?'

A thorough investigation of [REDACTED] records show that he is a very disturbed young boy greatly affected by his father's imprisonment for the [REDACTED]. Case Conference minutes (attended by Social Workers from Social Services Boards and by a psychologist from the APRU) as well as other records, identify a need [REDACTED] has to have an adult role model in all his placements. The records clearly show he viewed [REDACTED], among others, as fulfilling this role. They also reflect [REDACTED] need for and interest in physical activity particularly jogging and swimming. The records also show that [REDACTED] took [REDACTED] out jogging from the Centre and from Bloomfield Squash Club on a number of occasions, usually at weekends, between December 1988 and May 1989.

[1] [REDACTED] needs encouragement and help from an adult male figure.

Psychologist's Report 25.8.88

'He has in the past admitted to missing a father figure'  
Social Worker [REDACTED] notes 21.9.88 'Needs new male role model'.

Report for Belfast Juvenile Court 4.10.88.

'Nor has he had the opportunity to relate to a positive adult male figure'.

Report for Belfast Juvenile Court 12.12.88.

[REDACTED] needs to be provided with new learning experiences and with positive adult role models'.

Report for Belfast Juvenile Court 31.5.89

'He had no hobbies or interests and no adult figure to encourage him to develop positive skill promoting activities'.

[REDACTED] needs to be provided with new learning experiences and with positive adult role models. He has developed a healthy interest in various outdoor pursuits'.

[2] [REDACTED] needs and enjoys physical exercise particularly jogging and swimming.  
Case Conference Minutes 7.12.88.

---

Present:

[REDACTED]

\* Not Rathgael staff

5.4 The SSI immediately notified all relevant parties. Three members of Rathgael staff were suspended as a precautionary measure. The first strategy meeting to consider the allegations and how the investigation would be taken forward was held in early January 1997 involving the Director of Rathgael and representatives of the police, the Ulster Community and Hospitals HSS Trust, the NIO and SSI. Several meetings of this grouping were held throughout 1999 and it is also noted that during this time, the NIO and SSI also held discussions about the allegations regarding the management issues within the school. Some 80 interviews were conducted by the police of staff and some former residents of Rathgael. No charges were preferred due to lack of evidence. The strategy grouping involving the police was stood down in October 1999. A Joint Protocol Grouping involving the other agency representatives continued to meet to pursue aspects of the inquiry that had implications for future child protection practice<sup>53</sup>.

## 6. The 1993 suspension of a member of the Rathgael Training School staff<sup>54</sup>

6.1 In June 1993, the Rathgael and Whiteabbey Schools Management Board terminated the employment of a member of staff who was a temporary unqualified residential social worker at Rathgael Training School. Whilst off duty, the member of staff, **RG 166**, had been seen in the company of a 16 year old girl who was a resident of the Rathgael centre at the time. The girl subsequently returned to the school late from a period of home leave. A full investigation conducted by the Head of Care ( ) at the school concluded that although nothing untoward had happened, **RG 166** had acted in a highly unprofessional manner. The school's Management Board accepted **RG 166** recommendation that **RG 166** employment should be terminated on the basis of gross misbehaviour. Dr McCoy, the Chief Inspector, SSI was advised of the decision on 24 June 1993. **RG 166** case was also referred to the DHSS PECS scheme. Information regarding the outcome of this referral is not presently available.

## 7. The 1993 **RG 166** allegations relating to the period 1981-1983 in St Patrick's Training School<sup>55</sup>

7.1 In July 1993, Dr Kevin McCoy, the then Chief Inspector, SSI, was approached by Detective Sergeant Michael Kildea regarding complaints made by a Mr **RG 166**, supported by his social worker, that he had been

<sup>53</sup> The files to which this information relates were submitted in full to the HIAI. The DHSSPS will supply a copy of any further specific documentation requested.

<sup>54</sup> The files to which this information relates were submitted in full to the HIAI. The DHSSPS will supply a copy of any further specific documentation requested.

<sup>55</sup> SPT 18459-60

①

" " " " " "

# DEVELOPMENT OF POLICY ON SEXUAL DEVIANCY "

SPECIAL MEETINGS HELD 10/2/82

## GUIDE LINES ON SEXUAL DEVIANCY

### Rathgael

The Chairman referred to the recent incident at Rathgael which could lead to a boy being charged with gross indecency against another boy and advised that he considered that the Board should draw up guide lines for similar incidents in the future.

It was agreed that such incidents would fall into one of four categories, viz.,

1. Those involving a member of staff and a boy.
  2. Those involving a boy and an outsider.
  3. Those involving two boys.
  4. Those involving two members of staff.
1. On receipt of a complaint by a boy, the member of staff receiving it must report it without delay to his immediate senior and the message must be relayed up to the Principal without any loss of time. While the charge is being investigated the member of staff accused must be informed of the position and must be suspended on full salary while the investigation is proceeding. The boy concerned must be made aware of the gravity of the charge. If he persists the Chairman of the Board, the Northern Ireland Office and the Police should be informed. If he withdraws the charge he should do so in writing and this should be carefully placed in the file of the member of staff concerned. The Chairman of the Board and the Northern Ireland Office should be notified of the incident.
 

If a member of staff expresses suspicions of a colleague's conduct, this suspicion should be relayed up to the Principal without delay. He should be invited to put his suspicions in writing so that the matter could be investigated. If he refuses to make a written statement, his responsibilities should be put to him in as forceful a manner as possible. If he makes such a statement the Chairman of the Board, the Northern Ireland Office and the Police should be notified if the Principal considers that there is substance to the complaint. If he considers that the charge is unfounded, he will notify the Chairman of the Board who will have the matter discussed at the next appropriate meeting.

It was reported that a senior boy had accused a [REDACTED] assault and had persisted with the charge. He subsequently admitted, while being questioned by the Police, that there was no ground for complaint.
  2. If a boy in conversation refers to an incident which had occurred prior to his admission or from a report from an outside agency on him, it is considered advisable to make enquiries probably from social workers who had dealt with the boy, as a result of which it may be necessary to have advice from our own Medical Officer. The Chairman of the Board and the Northern Ireland Office should be notified and the Principal should notify the Director of the appropriate Area Board, requesting him to pursue the matter.
  3. If a member of staff had reason to be suspicious of two boys, that suspicion should be relayed to his immediate superior and finally to the

4

24th September, 1986.

Mr. Orr,

On the evening of Tuesday, 23rd September, 1986, I was the duty Senior member of staff in the Youth Treatment Section of the Centre. At approximately 9.00 p.m. I received a call from Reception stating that [REDACTED] had been apprehended by Dungannon R.U.C.

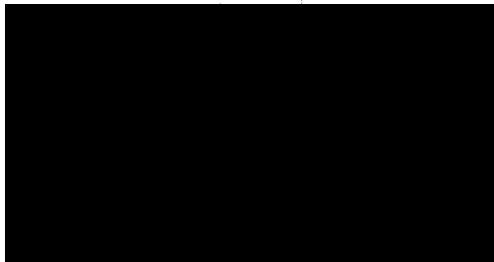
I left the Centre and drove to Dungannon Police Station, arriving at approximately 10.30 p.m. I was shown to the Juvenile Detention Room [REDACTED] was being kept and told him who I was and that I was returning him to the Centre.

[REDACTED] instantly refused to co-operate, saying "that there was no way he was returning to Rathgael, only in stronger terms. Trying to reason with him had no effect and I requested the Police to assist me in [REDACTED] to the car.

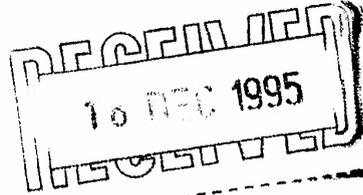
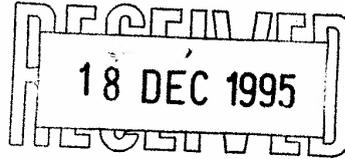
[REDACTED] and placed in the car after a fair amount of struggling on his part. To the best of my recollection, from leaving the Police Station until some considerable distance outside Dungannon, [REDACTED] car on five or six occasions. [REDACTED] I had no other alternative but to hold on to him by the collar of his coat.

On the morning of Wednesday 24th September, 1986 I was informed by [REDACTED] Residential Social Worker, that [REDACTED] in Sick Bay for observation as he was refusing food. Matron, as part of a routine post-admission medical examination, found some marks on [REDACTED] neck and back.

Some of these may have been caused by my holding the collar of [REDACTED] coat too tightly. This, if caused by me, was both unfortunate and regretful, however, under the circumstances, necessary to effect the boy's return intact.



16 Cont



South  
& East  
Belfast  
Trust

Bringing  
Care  
To  
People

Mr. Campbell White,  
Director,  
Rathgael Training School for Children  
and Young People  
Rathgael Road,  
Bangor.

11 December 1995.

Dear Mr. White,

I wish to bring to your attention a matter which has caused me some concern regarding a young person charged to your care. [REDACTED] a resident of House 6, attends me at the Young Peoples Centre. He has been accompanied to these sessions by [REDACTED] who actually sits in as this is how [REDACTED] prefers to work.

During our session on 8.11.95 [REDACTED] described that a [REDACTED] apparently a staff member in House 6, had shoved him against a wall leaving a bruise on the back of his neck. This apparently occurred approximately 8 weeks ago. [REDACTED] described [REDACTED] as having acted in an angry and out of control fashion at the time. No physical provocation by [REDACTED] was described. [REDACTED] apparently observed the interaction and confirmed what [REDACTED] was reporting. [REDACTED] indicated that he had spoken to [REDACTED] about his behaviour at the time and asked [REDACTED] if he wished to speak to another party (I believe the Officer-in-Charge of the Unit). This apparently did not occur because [REDACTED] did not wish it pursued. During the course of our conversation [REDACTED] indicated that he did not wish to make a complaint, but I felt concerned about the nature of the incident from a child protection stand point. [REDACTED] described a feeling, in front of myself and [REDACTED] that he could not complain as it would mean that other staff would treat him differently.

I am concerned about the nature of this incident and the fact that a staff member could use their authority in such a manner with any young person. I felt this matter needed to be brought to your attention. I would be grateful if you would keep me informed of any matters arising as a result of this letter. I would be glad to meet with you for further discussion if you thought it would be of assistance.

Yours sincerely,

Elaine Harrison, BA.,MA.,PhD.,C.Psychol.

TO: VICTOR McELFATRICK

cc. JOHN HUGHES

FROM: RONNIE ORR

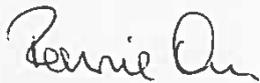
27 January 2000

**Review of Rathgael Police Investigation Statements**

John Hughes has assisted with the study of the statements and concurs with the initial view I had shared with you i.e. that the investigation needs to be pursued further and with the prospect of leading to a full public inquiry.

The nature and extent of the alleged abuses rank certainly alongside the Ulster Folk and Transport Museum and Bangor Grammar, if not the Hughes Inquiry. It would be remiss of this department to confine the response to the identification of procedural changes for the future. It is our duty to help identify former and current employees at Rathgael who perpetrated, colluded or failed to monitor and deal with the alleged abuse. Where prosecution is not possible the perpetrators should, at least, be referred to PECS to prevent future abuse. In addition, we need to examine the role of SSI and our alertness to abuse in the inspection process.

I attach a note of our opinion on the information provided by the police and recommendation for a Joint Protocol investigation in accordance with "Organised/complex" abuse guidelines.



**RONNIE ORR**  
Social Services Inspector



**RATHGAEL CENTRE FOR CHILDREN AND  
YOUNG PEOPLE**

**Inspection Report**

September 1985

Department of Health

- 3.29 There are 18 night supervisors, 9 full time and 9 part time (whole time equivalent of 15) and 2 of these occupy promoted posts ie senior night supervisor, deputy senior. They are all mature men and women with an average age of 44 years within a range of 29 to 65 years. Seven of them have fairly long service, the others are less than 2 years on the job, but none of them are qualified in social work/child care.
- 3.30 The Inspectors take the view that boys and girls with a problematic social/emotional history, which can become manifest in extreme/disruptive behaviour at any time, need to have familiar staff, who know their case histories and care plans, available to them at all times. Therefore it is **recommended** that at least one residential social worker sleeps in each house unit during the night.
- 3.31 When this measure is introduced the number of night supervisors on duty each night should be reduced from 9 to 5 and they should be located in the following areas:-
- 1 to Unit 10;
  - 1 to Units 9 and 9A;
  - 1 to Units 1, 2 and 3;
  - 1 to Units 5 and 6;
  - 1 to Units 7 and 8.

A further (6th) night supervisor could be based in Unit 4 when it re-opens. The night supervisors will provide security for the campus and act in support of the sleeping in staff. The gender of the night supervisors and the sleeping in staff should be co-ordinated to allow male and female staff to be available to the young people during the night.

#### **Staff Effectiveness**

- 3.32 In general the Inspectors were impressed by the staff's professionalism and commitment to their work. However it was also apparent that some of them were experiencing difficulty in accepting new policies and innovative practices which had been introduced to the Centre over the past 2 years. They still subscribe to an older more rigid practice framework and have a cynical attitude to colleagues who have accepted new challenges with enthusiasm. This can confuse the residents and may also affect their behaviour and could be described as "counter productive". It is **recommended** that management monitors this situation carefully and takes whatever action necessary to find a remedy.

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

**STATEMENT BY:**

**DR BILL LOCKHART, OBE**

**CHARTERED FORENSIC PSYCHOLOGIST**

**Career History**

1. I was employed at Lisnevin Training School from its opening in 1973 until 1983. During that time I was a psychologist providing services to both the assessment unit and the special unit in Lisnevin. Much of the field work for my doctorate (1982) was at Lisnevin where some of the young people in the special unit were subjects. I did not have direct experience of the system or regime at Lisnevin from 1983 to 1995.
2. When I left the training school system in 1983 I joined the Extern Organisation and subsequently became its Chief Executive. I then became Chief Executive of the Youth Justice Agency NI in 2003 and a senior civil servant within the NIO; as such I was a member of the Criminal Justice Board for Northern Ireland. I remained in the position until my semi-retirement in 2010. Since that time I have worked part-time as a forensic psychologist. I currently hold appointments as an independent chairman for Serious Case Reviews conducted by the Safeguarding Board NI. I am also the Deputy Chairman of the National Review Panel (NRP) in the Republic of Ireland. The NRP undertakes reviews of deaths and other serious incidents relating to children in the care system. Prior to that I was appointed by the Minister for Children in the Republic as a child care expert on the Special Residential Services Board/Children's Act Advisory Board and was appointed by the Secretary of State in Northern Ireland to be an independent member of the Criminal Justice Review, which reviewed, inter alia, the youth justice system in Northern Ireland.

## Part ONE: History of Lisnevin

### Background of Lisnevin in Newtownards<sup>1</sup>

3. In October 1973, the then Ministry of Home Affairs (MoHA) (later to become the Northern Ireland Office (NIO) and now the Department of Justice (DOJ)) opened a training school, known as Lisnevin Training School, on the outskirts of Newtownards, at the bottom of Bradshaw's Brae (in an area known as Kiltonga), then the main thoroughfare from Belfast to Newtownards. The name Lisnevin was a term of historical connection to Newtownards and was believed to be one of the old names by which the town was known. Until that time there had been four existing training schools in Northern Ireland: one each for Roman Catholic Boys, Non-Roman Catholic boys, Roman Catholic girls and Non-Roman Catholic girls. Each catered for children aged 10-17 inclusive, who were sent to them under a court order. The four schools were provided and maintained under provisions contained in the Children and Young Persons Act (Northern Ireland) 1968<sup>2</sup>, and were the equivalent to the former "approved schools" in England and Wales.
4. Lisnevin, which catered for boys between the ages of 10-17 years, was the first integrated training school, in that it was non-denominational and had both Catholic and non-Catholic boys. It was established in response to the need for additional facilities to serve the needs of the Juvenile Courts and the existing training schools. At that time it had two separate functions<sup>3</sup> which were catered for by two separate units – a) an Assessment Unit for 20 boys whom the courts considered might be in need of residential training and b) a Special Unit for 20 boys who did not respond to the "open" non-secure environment of the existing training schools (many of these boys would have had an extensive record of absconding from the existing schools; although some were there by virtue of violent or very disturbed behaviour). The annual throughput of the Special Unit was quite small with most boys remaining there for around 15 months. It was normally running at full capacity of 20 boys. The throughput of the Assessment Unit was quite steady. Again it ran at full capacity and I would estimate that it had a throughput of more than 100 boys per year<sup>4</sup>.
5. Lisnevin<sup>5</sup> was built around a refurbished nineteenth century mansion house (which I think had been known as Kiltonga House). It was situated within its own extensive grounds of probably around 5 acres. It had a long driveway from the main road. An 8 foot wire fence had been built around the perimeter of the gardens. This fence was alarmed so that a bell would ring within the main

---

<sup>1</sup> Exhibit 1 – MoHA –Development of Lisnevin at Kiltonga - Operational Policy August 1972

<sup>2</sup> SPT-100587

<sup>3</sup> Exhibit 2 - Lisnevin Training School – SSI Inspection Report 1988, pp??

<sup>4</sup> Exhibit 3 – Admissions – An analysis of admission to Lisnevin remand Unit 1985-92

<sup>5</sup> Exhibit 4 - Map of Lisnevin

building when anyone touched or tried to climb over the fence. At the entrance gate there was a sectional building which housed the principal's office, the finance/administrative office and a security man, who controlled entrance and exit to the site through locked gates. To the right of the administrative building was a separate wooden gymnasium, which was big enough to play 5 aside football in. Beside this was a purpose built football pitch which had its own perimeter fence. At the side of the main building was a fenced around tennis court. The gardens were extensive and well maintained, with a number of specimen shrubs and trees. There was a large 30x12 heated greenhouse where the boys were taught horticulture.

6. The main house was three stories high and had been extensively refurbished to meet the needs of the training school. Living accommodation was on the ground floor. This had a large common room for the Assessment Unit boys and a similar sized common room for the Special Unit. There was a staff office adjacent to both common rooms and a tuck shop across the hall. In addition there was a large domestic style kitchen which the staff could use for making supper and so on, plus a sewing room/laundry. On this floor there was a small domestic style bathroom with a bath in it. This could be used by staff. Opposite was a purpose built shower/changing room. This had a bank of about 6 open showers and a very large circular-style wash hand basin at which 6 boys could wash simultaneously. There were also toilets/urinals and each boy had a wooden locker to store his day clothes in this area. All boys were expected to shower in this area before getting changed into their pyjamas in preparation for going to bed. A similar routine happened in the morning when they would wash and change into their day clothes. All activities in this shower/changing area were normally supervised by 3-4 care staff.
7. To the rear of the ground floor building, in what I believe was a single story return, and approached by a dark corridor, was a bank of 4 (I believe) single rooms. Each room was no bigger than 6 feet by 8 feet and may have been smaller. They were sparsely furnished with only a mattress and bedding and had a narrow reinforced glass strip window, some four foot long by 8 inches wide. These rooms were used for isolating boys as a form of punishment. They could be used for as short as a few hours, or for as long as 4 days depending on the circumstances. If a boy was particularly disruptive in the dormitories he could be made to sleep in one on his own for a period of time in an isolation room<sup>6</sup>. These isolation rooms were in a very quiet part of the building and away from any normal thoroughfare.
8. On the first floor of the main building were the dormitories of the Special Unit. I think that there were four dormitories of varying sizes to accommodate the 20 boys – probably two six bed and two four bed. These were also sparsely

---

<sup>6</sup> Exhibit 5 - Analysis of removals from class and teachers perceptions of problem behaviours – a paper produced by APRU 1991 and references to use of separation as a sanction - extracted from board minutes

furnished and had only beds in them. The beds were of a solid wooden construction and mounted on the floor so that they could not be moved. On this floor there was also a staff bedroom. The care and teaching staff took it in turns to staff a rota of "sleeping in"<sup>7</sup>, for which they were paid an additional fee<sup>8</sup>. These staff were only woken by the night staff if there was a disruption or emergency. The night staff would have been on duty from 22:00 until 07:30 the next morning and would have stayed awake all night. There would have been at least one night staff member on each bedroom floor, and one on the ground floor. They would have taken it in turns to relieve each other.

9. The top floor had a similar arrangements and layout to the first floor, but had more of an attic feel to it. It provided bedrooms for the Assessment Unit boys. In both cases the bedrooms were only accessed for sleeping purposes and were not in use during the day.
10. There was a large, wide staircase leading to the upper floors. It was "netted" to prevent any of the boys jumping over it. In my memory there were no suicide attempts during the time Lisnevin was in Newtownards.
11. Apart from having reinforced glass windows and the netting on the staircase, the main building had the feel of a large domestic building. There were then two separate wings, made of temporary sectional buildings. The first housed the school with a series of small classrooms and workshops plus some offices for the senior staff. Classes were rarely larger than three or four boys and a full range of subjects were available, including woodwork, metalwork, art, and PE. A highly individualised curriculum based on the needs of each boy was in operation.
12. The second wing housed the dining room and kitchens. On this corridor, but after descending a flight of stairs, was another corridor which housed the nurses/medical room, purpose built dental surgery, social worker and psychologists offices and a large case conference room.
13. Later there were two additional sectional classrooms which were placed outside on their own at the back of the main building. These classrooms were for general subjects.

### **Services provided at Lisnevin**

14. The reasons for referral of the boys to Lisnevin differed according to the unit they were admitted to. The Special Unit was designed to cope with those boys, who because of court appearances, for reasons such as non-attendance at school, being in need of care protection and control, and juvenile offending, were already in the care of the existing training schools but who were regarded as being in

---

<sup>7</sup> Exhibit 6 – Night staff operational procedures

<sup>8</sup> Exhibit 7 – National Joint Council for Local Authorities' Administrative, Professional, Technical and Clerical Services; Scheme of Conditions of Service (8<sup>th</sup> Edition) 1975

need of more secure conditions<sup>9</sup>. The decision to transfer to secure conditions was an administrative arrangement and agreed by the respective managements of the schools and was not a court decision. Some of the boys had no record of criminal offending before being transferred to Lisnevin.

15. It was a medium to long term facility with boys living in the unit for between nine months to three years, with a median of around 15 months. As I explained in my 1982 thesis<sup>10</sup> by far the most common reason for transfer to the Special Unit was persistent absconding from the open schools (69 per cent), with need of care protection and control the next most common (18 percent) and beyond control (5 percent); other reasons included need of intensive care, special educational facilities and no progress being made in the open school or a combination of these reasons.
16. The opening of the Special Unit met a need which had been apparent since the passing of the 1969 Children and Young Persons Act in England and Wales. This Act abolished the Approved School Order and replaced it with a Care Order under which the young person became subject to the care of the local authority rather than the Home Office. This meant that because of the new legislation it was no longer possible to have “problem” boys removed from training schools in Northern Ireland to the “closed” facilities in England. In the past it had been possible to have a small number of boys, perceived as difficult, transferred to the Special Units at Kingswood in Bristol, Redhill in Surrey and Red Bank in Lancashire. The increase in civil unrest in Northern Ireland since 1969, which had been coupled with an increase in serious juvenile crime, also indicated a need for Northern Ireland to have its own Special Unit.
17. The Assessment Unit catered for a different range of boys. All were remanded by the juvenile courts for assessment after a finding of guilt or a case proven. The reason for the assessment was to assist the courts in deciding on an appropriate disposal. A small number of boys would also have been remanded because of their need for care, protection and control. The main legislation in use was the Children and Young Person's Act 1968<sup>11</sup>.
18. This time was very rarely extended but did happen on occasion when a young person was charged with a very serious offence, such as murder. A significant number of the boys remanded for assessment were charged with “scheduled” offences relating to the Troubles. Some were charged with paramilitary activity and some with offences, such as riotous behaviour. Around 50 percent were charged with “ordinary” juvenile crime, such as theft, burglary and criminal damage, although some were still there for not attending school or being out of control in a children's home. Most had already pleaded or been found guilty of an offence and the court was trying to decide on a suitable sentence.

---

<sup>9</sup> SPT-100587

<sup>10</sup> Exhibit 8 – Controlled study into the effectiveness of individual client-centred counselling for young offenders in residential care. Chapter 1. Thesis submitted for Doctor of Philosophy by B Lockhart 1982

<sup>11</sup> SPT-100587

### Assessment on arrival

19. On arrival, a fairly comprehensive assessment process began. This included developing a social profile of the young person and their family. The main responsibility for this fell to a senior social worker, seconded from one of the local Health and Social Services Boards. There was then an educational assessment carried out by the teachers and a fairly detailed psychological assessment carried out by the psychologists. These various reports were then collated and discussed at a multi-disciplinary case conference. From this a final recommendation was made to the courts. Anecdotal evidence suggests that the courts found these reports very helpful. One finding to emerge was that after several years of operation, the Assessment Unit at Lisnevin was recommending that some 80 percent of the boys should receive a community disposal on return to court. This was in stark contrast to the reception units at both Rathgael and St Patrick's who, after conducting their assessments, recommended that around 80 per cent of boys should receive a Training School Order. This finding ultimately led the NIO to close the Assessment Unit at Lisnevin and set up a day assessment unit at Whitefield House in Belfast. The Assessment Unit staff at Lisnevin moved to Whitefield, leaving Lisnevin operating for a period as solely a Special Unit for approximately two years.

### Medical and dental care

20. Lisnevin had a fully equipped medical room of three nurses, and usually at least one was on duty between the hours of 9am and 9pm each day. They could deal with minor medical complaints and ailments. They would have also inspected all boys on arrival and after they returned from weekend or other leave. They would have noted any bruises or other evidence of injury on any part of the body. In addition, a local GP acted as medical officer. He would have visited at least once per week or otherwise on demand. Boys would have had full medicals, especially on arrival. In emergency situations, boys would have been taken to the Accident and Emergency Unit in Ards Hospital<sup>12</sup>.

21. There was also a full dental room. An outside dentist visited on a weekly basis<sup>13</sup>. All boys admitted to Lisnevin would have a dental inspection and were given treatment, as required, when there. I remember it being noted that many boys' teeth were in a poor state when they arrived but in a much better state when they left.

### Food and clothing

22. All boys were provided with clothing on arrival by the institution. This was of quite good quality. It consisted of jeans, checked shirt, pullover, suede boots, etc. and

---

<sup>12</sup> Exhibit 9 - Incident report - ██████████ taken to hospital for an x-ray on 1974

<sup>13</sup> Exhibit 10 - Examples of Medical & Psychiatric Care

would not have look too much out of place in the wider community. All toiletries were provided.

23. Most food was eaten in a dining room. Usually three boys sat at a table with one member of staff. They were served at a table by a member of the kitchen staff. Special diets, could and were catered for. Food was of good quality and nutritious. It was plentiful with extras available on request. Supper and snack meals would have been eaten in the common rooms.

#### Staff training

24. All staff received induction training on arrival<sup>14</sup>. There was ongoing staff training<sup>15</sup> but nothing like the ongoing professional development training available today. There was no training on crisis management or restraint methods during my time in Lisnevin<sup>16</sup>. Child protection training would have been rudimentary, but was in keeping with that available generally at that time in schools and other services working with children.

#### Rewards and disciplinary systems

25. For boys in the special unit there was, at first, a weekly points system<sup>17</sup> which was based on good behaviour or otherwise. The boys could move through different levels, which carried with them increasing levels of reward and privilege. This could include pocket money, trips out and the biggest incentive was weekend leave. Poor behaviour could result in demotion and loss of privilege. Later I introduced a "token system" designed to give more immediate reinforcement of behaviour. The boys carried a card with them which was used after each educational class or recreational activity. The teacher or care worker awarded points after each session. These points could be exchanged for rewards as well as giving the basis for an overall weekly grade, which determined rewards, such as weekend leave.
26. The above was the main behavioural management system<sup>18</sup>. However, this could be overridden in the event that a boy in engaged in more serious behaviour. This included physical violence, absconding, failure to return from leave, smoking illegally and so on. On these occasions, physical separation in an isolation room<sup>19</sup> could be and was used. This ranged from periods of one or two hours, up to four days. Such sanctions needed to be approved by a member of senior management – senior assistant or above. I cannot envisage any situation where the more prolonged isolations of a day or more were not approved by the Deputy

---

<sup>14</sup> Exhibit 11 - Induction procedures 1988

<sup>15</sup> Exhibit 12 – Staff training and development 1974 - 1996

<sup>16</sup> Exhibit 13 – Chronology of the development and implementation of control and restraint training

<sup>17</sup> Exhibit 14 – Control & discipline (1988) Marks system and pocket money; sanctions

<sup>18</sup> Exhibit 15 - Guidance on the management of situations involving disruption, aggressive behaviour, violence and the exercise of physical restraint as a last resort

<sup>19</sup> Exhibit 14 - Control & discipline (1988) Marks system and pocket money; sanctions

Headmaster or above. Any sanctions would have been in accordance with the 1952 Training School Rules<sup>20</sup> in force at that time.

#### Corporal punishment<sup>21</sup>

27. Physical punishment was allowed, but I cannot remember it ever being used in the Special Unit. Very occasionally it was used in the Assessment Unit, though sanctions such as loss of leave were not available there because of the short length of stay. Fighting or violence could result in caning – this was normally administered by a bamboo cane to the hand by the Head Master of each Unit or, in his absence, his deputy. Any use of corporal punishment was recorded in a “punishment” book. Any other form of physical punishment was not allowed and would not have been approved by senior management.

#### Complaints

28. I cannot remember any official complaints system being in place when Lisnevin was in Newtownards. That is not to say that boys did not make complaints and in my experience they were normally listened to and their complaints acted upon, if appropriate. I remember taking up several complaints on behalf of boys. If warranted, they usually received satisfaction.

29. In Newtownards there was no independent advocacy or visiting system in place. Although not formalized, the young people could have complained to certain people, such as parents, social workers, teachers, solicitors or chaplains.

#### **Uncertainty and tension in relation to the site in Newtownards**

30. Before it opened in October 1973, Lisnevin had been subject to a Public Inquiry because of the strong objections of the local residents to the siting of a training school in their neighbourhood. The Inquiry decided that the school could open in Newtownards on a temporary basis, pending the building of a purpose built unit at Rathgael in Bangor some five miles away. However, because of changes in the nature of the school, namely the moving of the Assessment Unit to Whitefield House<sup>22</sup> and the establishment of a Junior Remand Wing (for mainly those charged with scheduled offences) at Crumlin Road Prison, which provided a guarantee that no young terrorist offenders would be housed in Lisnevin, an attempt was made to have the school sited permanently at Lisnevin. I recall that in the first year of its opening there was, in fact, an attempt to free a boy charged with terrorist offences from Lisnevin<sup>23</sup>. Armed men entered the building, held staff at gun point, relieved them of the keys and locked them in an office and made off with the boy. They were soon apprehended at a police roadblock set up at

---

<sup>20</sup> SPT-80063 – SPT-80073

<sup>21</sup> Exhibit 16 – Corporal punishment in Lisnevin – references found in Management Board minutes

<sup>22</sup> Exhibit 17 – Newspaper cutting - 1987

<sup>23</sup> Exhibit 18 – 1973 Board Minutes, para 9

Dundonald, as they omitted to take the keys from one of the staff members and the alarm was quickly raised.

31. At the second Public Inquiry in November 1978, the neighbours maintained their objections concerning threats of having a training school for difficult offenders sited in a residential area. As a result, the report of the Inquiry recommended that as the role of the school had not changed substantially and it still had its share of “dangerous and thoroughly aggressive boys” it should be discontinued at its present site. It was recognised in the report that the need for a secure training school or similar unit still existed in Northern Ireland.
32. It should be noted from the above that Lisnevin at Newtownards always functioned under a degree of stress and uncertainty. The temporary nature of some of the buildings were far from ideal. The feelings of pressure on the staff and boys because of the uncertain nature of the school were at times almost tangible and were certainly detrimental to the smooth running and emotional security of those in the school. One factor which many would have predicted as likely to cause problems was the inter-denominational character of the school, but this in fact did not cause problems. There were examples of friendships formed between young people in Lisnevin that otherwise would have been highly unlikely. Certainly compared with later frictions when Lisnevin moved to Millisle, this period could be described as “nirvana”. My memory of it was of a happy place where staff and young people got on well. On many occasions I have met boys in later years who were in Lisnevin in Newtownards and their memories were mainly positive.

### **Philosophy under which Lisnevin in Newtownards operated**

33. The philosophy under which Lisnevin operated is described in an unpublished staff handbook, which was made available to staff during training before the Special Unit opened. It made it clear that the aim of Special Unit was treatment rather than punishment. A quotation from this handbook under the question: *What is a Special Unit?:* stated as follows:

*The Unit is special in so far as the treatment we offer is special and we are dealing with children whose needs are both special and individual with the result that our staff have special qualities required to understand, treat, and relieve the pressures which are causing their severe maladjustment.*

*The building itself is special in that it is unobtrusively secure, relieving the worries of absconding both from our children and staff. Security is in this sense a positive factor which affords the staff the opportunity to operate the full treatment programme without the additional worries of absconding and affords the children the opportunity to receive treatment for the first time, without the temptation of absconding because of fear or sheer habit. In this sense we are special and thus need special staff with ability to give all and expect little in return.*

The document goes on:

*Our primary aim would appear to be the establishment of a relationship with each individual which will be meaningful and based on friendship, respect and kindness on both sides...*

*Once our primary aim is achieved we must then encourage our children to establish relationships with each other and invisibly guide them towards eventually helping their fellows. Through these delicate manoeuvres we can therefore hope to readjust our children towards a society dependent on such relationships so that one day he can become an adult who can give a security and love to his children, family and friends which he probably never received.*

34. The clear assumption from the above was that the primary aim was one of establishing relationships so that children with a deficit in forming relationships would learn to develop these skills through modelling by staff.

### **Staffing, recruitment and organisational structure**

35. There was a publicly advertised recruitment process for the new staff in Lisnevin. This meant that many of the staff in Lisnevin were new to residential care. This had a number of positive aspects. While many of the care staff were unqualified they were open to training and new methods. Most of the teaching staff recruited would have come from mainstream schools, and few, would have had a background in special education. However, some staff were recruited from the existing training schools. At least five came from St Patrick's Training School. Three of these were teachers/craft instructors and were appointed to the management team in Lisnevin: [REDACTED]

[REDACTED] Of the five, three had been brothers in a religious order but had since left it. My understanding was that in each case it was the De La Salle Brothers who ran Kircubbin and St Patrick's.

36. Similarly a number of staff had worked in Rathgael. [REDACTED]

37. Many of the staff were recruited in the spring of 1973, some 6 months before Lisnevin opened. This afforded the opportunity to undergo staff training and most had placements in the existing training schools or other children's homes.

38. There were quite a number of other staff employed in Lisnevin apart from teachers and residential social workers/ housemasters/ care workers. These included three qualified nurses, a visiting GP, a visiting Psychiatrist (at first Dr Ray Moffatt and then Dr. McAdam, based in DHSS), a visiting dentist, two resident psychologists, a seconded senior social worker from a Health Board, a cook, assistant cooks, a matron and assistant matron, cleaners, two gardener handymen, administrative staff, two gatemen and a team of unqualified night staff.
39. An organisational structure and staff names in 1973 (to my memory) is contained in appendix 1. The SSI Inspection in 1988 provides information in relation to management and staffing levels then<sup>24</sup>. Extracts from Board minutes in relation to staffing are also provided<sup>25</sup>.

### **Governance issues and relationship with NIO**

40. My memory was of a very good relationship with the Training School Branch in the Northern Ireland Office. They were helpful and supportive at the time, visited frequently and took a real interest. The Assistant Secretary was [REDACTED] and the Principal Officer was [REDACTED]. Both were good men and very caring.
41. The Board of Lisnevin consisted of an independent chair (a [REDACTED]), appointed by the Secretary of State, and nominees from the other training schools. I would have had little confidence in the Board as members did not appear to act in the best interests of Lisnevin but appeared to see themselves as representing their respective training schools on the Lisnevin Board. There often appeared to be a sense of competition.
42. Lisnevin was also subject to both inspections and regular visits from the Social Work Advisory Group (SWAG) of DHSS. My memory is that inspections would not have been anything like they are today and were much more informal. A number of individuals from SWAG visited Lisnevin. It is my opinion that relationships were generally not as professional as they should have been to be truly objective, although some were an exception to this.
43. I also remember being supervised by a Psychologist called Smart from the Department of Education. He was an educational psychologist and visited several times per year. I believe he also had some sort of inspectorial function for education in Lisnevin, as he was part of the education inspectorate.
44. I have added appendix 1 about the staff management structure and daily timetable when Lisnevin was in Newtownards.

---

<sup>24</sup> Exhibit 19 – Management and staffing levels – information from SSI Report 1988.

<sup>25</sup> Exhibit 20 – Staffing issues from Board minutes 1973 - 1987

### The background and history of Lisnevin in Millisle

45. The move to Millisle (September 1980) was to mark a major change in the culture and management of Lisnevin. As noted above, the original plan was to move to a purpose built site at Rathgael in Bangor. Why this change to Millisle happened I am not sure. It may simply have been that a vacant site became available when the Borstal closed in Millisle and the Young Offenders' Centre opened in Hydebank. In any event, the building which had been designed as a Category C prison was totally unsuitable to house children. The environment changed completely and with it the culture.
46. From the outset staff were against the move. At this time there was a change in relationship with the Training School Branch in NIO. [REDACTED] had become the Principal Officer of the Branch. His style was completely different than his predecessors. He visited the school frequently and it is my view that he took greater involvement in the running of the school than his predecessor.
47. The actual planning and implementation of the move from Newtownards to Millisle was, in my view, a disaster. I remember arriving down on the day of the move and finding the boys in a bare common room with no chairs, tables or television. I, personally, had to organise some of the care staff to go and look for the brand new chairs, which we found in a room above the gatehouse. We had to carry the chairs through the building to the common room. We found the television but it could not be connected to the outside aerial. I had to go down to an electrical shop in Millisle and buy a connecting lead to give the boys access to television.
48. There were many other problems with the move. When I was involved in the planning of the Juvenile Justice Centre at Rathgael to the newly built adjacent site around 2007 it was the subject of meticulous planning and change management. It took months to plan and involved almost all the staff in planning groups. By contrast, little planning appeared to have gone into the move of Lisnevin.
49. Another happening, which is scarcely credible, was that it took from September until the next May before the school resumed in Millisle. The teachers had decided that they would have to redesign the whole curriculum and took that time to do it. In the meantime a culture of the boys sitting watching television during the day emerged.
50. The move to Millisle was only about 10 miles but it might have been a million. Millisle was much more isolated from a public transport perspective. There were few direct buses from Belfast to Millisle and even fewer going on down the coast past Lisnevin. This made it very difficult for parents and families to visit the boys. It took much longer, was more expensive and often meant changes of bus and a walk of at least a mile outside Millisle. Similarly, it had a big impact on the number of home visits made by staff. Psychologically, Millisle seemed more isolated and being locked in the building had an adverse impact on staff.

51. At first, staff were not given keys to get out into the outdoor enclosed grounds and playing pitches. Only the senior assistant on duty had keys. This meant if the staff member wanted to take boys outside into the fresh air they had to wait until the senior assistant was ready to let them out. When they wanted in again they had to knock at doors and windows to attract attention. If the rain came on everyone got soaked. It could sometimes be as long as half an hour before entrance could be achieved. This put off both staff and boys from wanting to go outside for fresh air and exercise. The building had been designed for a large number of prison officers to control security and assist with exiting and entering the building. I remember being told that in borstal days it required 16 officers to be on security duty. This was replaced at Lisnevin with one gateman controlling the front entrance. There was a "glazed security hub" on each floor which was designed to be locked and staffed by prison officers. It had alarm systems and call bells from all the cells. In the Lisnevin days it was left unlocked and staffed by care staff, who often walked away to do other things. This meant that alarm bells and call bells were frequently left unanswered. This could be very frustrating to some of the young people when they rang the call bell from their single bedrooms. Many suffered from anxiety and poor emotional control.
52. I remember complaining about not having a key to the outside on several occasions. I found it very claustrophobic and was also worried that if a fire was to break out, I and others would not be able to get out of the building. Eventually it was agreed that all staff would be given keys to the outside secure grounds. This helped alleviate a lot of worries.

### **The nature of the building at Millisle**

53. The building at Millisle was a fenced off site of several acres within what had been the open borstal estate at Woburn House. The site still housed a number of prison officer families and overall it was very secure. At first Lisnevin shared a common entrance to the site with the prison authorities. The front gate was staffed by prison officers. The level of security could be irritating to both staff and visitors. Some years later a separate entrance and driveway was built for Lisnevin using a side road. This allowed direct access to the Lisnevin carpark.
54. The Lisnevin site was enclosed by a high security fence – some 15 feet tall with razor wire on the top. In it were the main buildings, workshops and a number of full sized football pitches. Some years later a purpose built ropes course was built in the grounds. Very few outsiders came into the grounds for sporting activities, although I remember on occasion a church youth club was invited in to play football against the boys and were then invited to stay for super.
55. The main building housed the bedrooms, classrooms, common rooms, dining rooms and kitchen. It also had a good sized gymnasium attached to it. This could be used for playing 5 aside football and so on. The building was redbrick and had two floors which were largely identical. There were a lot of corridors in the building, which had barred gates at various intervals. This made it very prison

like, although most of these corridor doors remained unlocked when Lisnevin took the building over. It was still a very secure building. Most windows were narrow slits with bars and very few of the windows looked out to the outside world. Most, in my memory, looked into internal courtyards. Toilets and ablutions were very Spartan. They afforded little privacy, with toilet doors being only half the normal height. The boys had separate single rooms in wings off the main floors. At first Lisnevin used only the top floor of the building for sleeping, education and recreational purposes. They did eat downstairs, where the kitchen and main dining room was. There was a punishment block (sometimes referred to as "Scrabo"), with, in my memory, 6 single cells and a small office. It was in a very isolated part of the building on the ground floor. I choose to locate my office in the punishment block because it was quiet. At first the punishment cells were used solely for storage purposes. But within a year all the cells were brought back into use for punishment and isolation purposes.

### **Staffing issues at Millisle**

56. The bulk of the staff working in Newtownards made the move to Millisle. The staffing complement remained much the same. One unusual feature of Lisnevin was that each summer the bulk of the staff went on annual summer leave – this applied particularly to the teachers who wanted normal teaching holidays. School was thus suspended during July and August. Care staff also went on leave during this period. This meant that instead of a staff of 8 care and teaching staff (plus senior assistant in charge of team) only around two of the permanent staff were on duty on each shift. The rest of the team was made up of temporary staff employed for the summer. Most of these were students on holiday from their courses but some were local people. They received no induction training. This caused incredible disruption and could be a very unsettled period. Temporary staff were expected to look after and amuse some of the most disturbed children in Northern Ireland. It is my view that it did not work.
57. I remember one summer, soon after Lisnevin moved to Millisle, some of the boys persuaded a young female student to take them out to play within the secure grounds. They suggested playing hide and seek and she agreed. Within a few minutes they had disappeared. They had climbed on to the roof of the main building. They then made their way to the roof above the gatehouse. Fortunately, the gate man heard noises on the roof and raised the alarm. The boys then refused to come down. The Millisle site was shared with prison officers' families. They came over and became taunting observers. Some of them alerted Downtown Radio as to what was going on. They sent a reporter and the whole event started to have live radio coverage. The Principal, [REDACTED], tried to coax the boys down. Eventually he put a ladder against the wall and tried to climb up to them. They let him get near the top and then pushed out the ladder – leaving him stranded in a precarious position. The incident ended when the boys became bored and agreed to come down.

58. I also remember [REDACTED], Head Master of the Special Unit, hiring a guy to the summer team that he had given a lift to as he drove along the coast from Donaghadee to Millisle. In those days there was no such thing as Access NI. I am recounting these stories to indicate what a different climate we were living in then. Child protection and vetting of staff were in their infancy at that time.

### **Services and regime in Millisle**

59. I worked for around two years as the psychologist assigned to Lisnevin in Millisle. I did spend approximately one day per week at Whitefield House, but most of my time was at Lisnevin. During the time I was given the task of developing a timetabled life skills programme for the boys. This involved most of the care staff in different aspects of the programme. They took workshops on tasks like cooking, decorating, simple electrical tasks and so on. I took two of the modules myself, one was parenting skills and the other was helping with job finding skills, undertaking mock interviews and so on. This programme was surprisingly popular with the boys.

60. Lisnevin in Millisle had a totally different character than the site at Newtownards. It was fundamentally a prison building and took on many of the characteristics of an institution. It became very inward looking and isolated. Sick leave was high in both the senior management and the other staff. The Principal Dermott Purdy took early retirement because of his health around 1984/85. There were an increasing number of riot style incidents, with some of the more vulnerable boys being held hostage on occasions<sup>26</sup>.

### **Governance issues, APRU and relationship with NIO at Millisle**

61. Around this time, circa 1981, Wesley Pugh in the Training School Branch decided to rationalise the four training school psychologists into one team. Prior to this each institution had basically one psychologist – although there were five training schools. I argued against this and said that I believed that Lisnevin needed its own full time psychologist who should be based there and could gain the trust of both the boys and staff but the decision had been made. I recount this because the message did not come from the Lisnevin Senior Management or Board but directly from Training Schools Branch in the NIO.

62. The amalgamation of the psychologists led to the setting up of the Adolescent Psychological and Research Unit (APRU). It is my opinion that it never really worked or delivered the services expected of it.

---

<sup>26</sup> Exhibit 21 - Incident report Barricading incident in 1986

Complaints Handling<sup>27</sup>

63. Before 1995, complaints were investigated internally by the centre director, but new guidelines introduced in that year provided that internal investigation was no longer permitted. From then on all allegations of a child protection nature had to be referred to the police and social services.
64. A report by the Northern Ireland Association for the Care and Resettlement of Offenders (NIACRO) - a non-governmental organisation working in the field of criminal justice and community safety - details issues arising from the Independent Representation (IR) scheme in Lisnevin between 1994 and 1999. [vi]. The report documents a history of complaints from boys in Lisnevin and records 20 allegations made during this five year period ranging from extremely serious incidents of assault by staff to bullying by other boys. The report also reveals that the response of Lisnevin management to the allegations involved a mixture of flawed policies and procedures and poor practice.

**Inspection reports and NI Human Rights Commission Report**

65. Lisnevin in Millisle was subject to numerous reports. I have been unable to access any of the Social Service Inspectorate (SSI) reports, which had replaced the Social Advisory Group (SWAG) within the DHSS but I do know from the other reports listed below that they were critical of the regime at Lisnevin and its ability to adequately protect the children in its care.
66. I continued to have an interest in this area and am aware of a number of reports that were published in relation to Lisnevin that fall outside the temporal interest of the Inquiry. These are listed below:
- a. Criminal Justice Review report, March 2000
  - b. A NI Human Rights Commission report entitled "In Our Care – promoting the rights of children in custody" published in March 2002.
  - c. Written submission by the Northern Ireland Human Rights Commission (NIHRC) to the Assembly Health, Social Services and Public Safety Committee into Child Protection Services in Northern Ireland 2002.

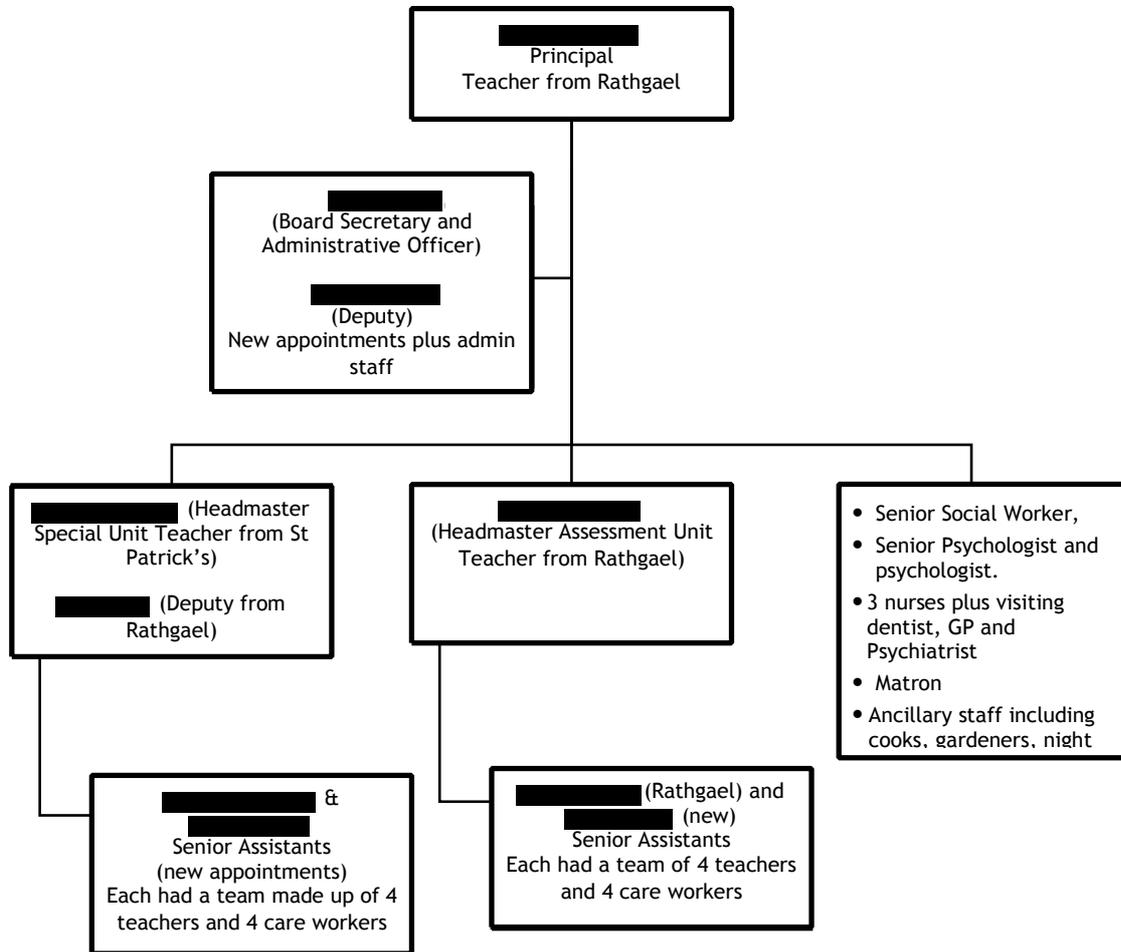
**Opening of Juvenile Remand Unit at Lisnevin**

67. One issue that I have been unable to find much information on was the introduction of a new Juvenile Remand Unit into the ground floor of Lisnevin sometime in the 1980s. I remember there was talk of it before I left in 1983. It was introduced some time later and my memory was that it had many problems and was very difficult to manage.

---

<sup>27</sup> Exhibit 22 - Complaints handling policy 1993 & 1994

Appendix 1 Management Chart when Lisnevin was established in October 1973



**Appendix 2 An example of the Daily Timetable in Lisnevin<sup>28</sup>**

The Assessment Unit would have had a similar timetable but running 30 minutes in advance.

<b>Time</b>	<b>Activity</b>
7-30 am	Team arrives on duty
7-50 am	Senior Assistant refers to report book to see if any incidents have occurred during the night, and checks the number and if necessary the names of the boys present. The on-coming team of teachers and child care staff will be directed to supervise groups engaged in: toilet, bed-making, housework, etc.
8-10 am	Boys are taken downstairs to wash and dress . Night clothes to be stored and toilets etc. to be tidied. Any Special Unit boy in a single room downstairs will then be wakened.
8-25 am	Boys checked and taken to the dining room for breakfast. Utensils should be checked.
8-45 am	Common room, smokes supervised –preparation for school.
9-20 am	Assembly – Common Room – Worship – Conducted by Head or Deputy Head =other staff, under senior assistant to discuss school work, etc.
9-35 am	Sick bay attendance
9-40 am	Class with teacher or period with counsellor. Visits by doctor –boys to be supervised by staff under direction of Senior Assistant -
10-50 am	Boys are taken to the Common Room by the staff and whilst the boys have milk and a smoke under the supervision of the Head and Deputy and Senior Assistant the rest of the team have a coffee break.
11-05 am	Classes resume. The teacher collects boys in the Common Room.
1-05 pm	School finishes. Boys are escorted to lobby for handwash. Check.
1-15 pm	Lunch. Dining room routine
1-35 pm	Boys escorted to Common Room for recreational activity. Smoking is allowed, letters, the shop opened.

<sup>28</sup> Exhibit 7 - Controlled study into the effectiveness of individual client-centred counselling for young offenders in residential care. Pp30-31 Thesis submitted for Doctor of Philosophy by B Lockhart 1982

<b>Time</b>	<b>Activity</b>
2.00 pm	Staff changeover. Senior Assistant hands over to the opposite number and gives him any relevant information.
2-10 pm	Toilet routine. Preparation for school.
2-15 pm	Assemble in Common Room. Check.
2-20 pm	Afternoon school begins.
4-45 pm	School finishes. Assemble in Common Room. Check. Toilet routine. Smoking allowed in Common Room.
5.05 pm	Handwash. Assemble in lobby. Check.
5.15 pm	Dining room routine.
5.35 pm	Assemble in Common Room. Check. Smoking is allowed. The shop opened. Toilet routine. Sick bay attendance.
6-10 pm	Evening activities begin. These depend upon availability of rooms and special interests of staff. Either the gym or dining room will be available for more vigorous activities each evening. Other rooms will be allocated according to school timetable for the afternoon. Activities should be planned and arrangements for the provision of craft materials, games equipment etc made in good time. Television viewing should be programmed as part of evening activities and not relied upon as a time-filler. A routine for positive, enjoyable recreation should be aimed at which is not simply an extension of the school day.
8.05 pm	Supper. Common Room. Check. Quiet recreation – reading, television, table games.
8-20 pm	Boys now commence bedtime routine. Groups use the ablutions area in turn and return to the Common Room.
9-15 pm	Boys are escorted to dorms and settled down.
9-30 pm	Team goes off duty on arrival of Night Supervisors. Any important information should be passed to the Night Supervisors.

**PART TWO****Observations on the statements of Complainants to HIA regarding their time in Lisnevin****HIA94 (statement dated 22/7/13) Lisnevin in Newtownards**

68. Young person placed in care as a baby, first in St Joseph's Termonbaca, Derry, then Rubane House, Kircubbin and St Patricks TS. He was transferred to Lisnevin on 7 November 1973. This was soon after Lisnevin opened in autumn 73. I knew this young man and the dates appear to be right as I first met him at Christmas 1973 when working there (I had been seconded to a postgraduate course in Birmingham that year and was working during the Christmas break). He was 14 at the time of transfer. He already had a reputation as the most violent young person in Lisnevin. I remember there was a story as to how the brothers in St Patrick's duped him into transferring to Lisnevin by telling him that they were taking him to the circus.
69. He appears to claim that he was sent to the Assessment Unit at Lisnevin. This is not correct as he was sent to the Special Unit. It is true that a significant number of the boys in the Assessment Unit would have been remanded by the courts for paramilitary involvement. Very few, if any, of the boys in the Special Unit would have been there for paramilitary activities. There was minimal contact between the boys in the two units.
70. During his time in Lisnevin he was often made to sleep in a single room on his own because he had got into lots of fights with the other boys. This was on the ground floor. LSN-1196 – LSN-1197 provides information in relation to recorded incidents of HIA 94 being placed in a 'single room' for disruptive behaviour. From these it would appear that HIA 94 was confined to the "single room" for up to a day, usually for no more than a few hours at a time with the shortest recorded confinement being for 10 minutes. It would be untrue to say that he was kept in almost solitary confinement. He may have been kept in a single room (on the ground floor, in a block of six, in an isolated part of the building) as punishment for fighting, absconding and the like. This single room was small (about 6 feet by 8 feet). Periods of confinement were used in quite a routine manner, even for small misdemeanours, such as smoking.
71. I remember HIA 94 being sent to Muckamore Abbey on at least one occasion for a five week assessment period. This would have been arranged by Dr Ray Moffatt, Consultant Psychiatrist at Muckamore Abbey. There would have been queries about the intellectual competence of the young man – hence the reason for assessment. But it would have been seen as very stigmatising and young people sent to Muckamore for assessment would have been the subject of ridicule by their peers. In reality it was seen as a form of punishment by both the young people and staff alike. I do not remember any meaningful therapeutic or

management advice stemming from such "assessments". It is highly likely that he was put on medication when there to "supress" him.

72. HIA 94 alleges that he was beaten in the cells by housemasters called [REDACTED] and [REDACTED]. In a supplementary statement (dated 12/3/14) the complainant acknowledges that [REDACTED] and [REDACTED] were in fact residents in Lisnevin and not staff. This is correct. Both boys would have been of similar age to the complainant. It is difficult to see how he could have made this mistake, unless it was a mistake when the statement was being written down. I believe that this person's key worker was [REDACTED], who was then a teacher in Lisnevin. She later went on to train as a social worker and became a director of the Northern Ireland Social Care Council. I believe that she is still alive and would have a good knowledge of what happened to this person in Lisnevin.
73. I believe that the statements about moving to borstal and prisons are correct. I met HIA 94 on at least a couple of occasions after Lisnevin and confirm that he lived a very difficult life in and out of prison and various institutions. The last time I met him he told me that he had five children. He came to Lisnevin a much damaged person and was one of the most disturbed and violent young people I have known.

HIA94: Addendum statement (dated 12/3/14)

74. **HIA94** explained that [REDACTED] and [REDACTED] were in fact residents and not house masters as stated in previous statement. As noted above, this is correct. He says that he witnessed both boys getting beaten by various housemasters. I have no comment to make concerning the veracity of this statement.
75. He says that he remembers the names of three housemasters who would have beaten and kicked residents. One was called [REDACTED], who he believed, became a police officer. There was a housemaster by the name of [REDACTED]. I do not believe that he stayed on the staff of Lisnevin for very long. There was also a housemaster called [REDACTED] (or very similar name) who did [REDACTED] for [REDACTED], who again did not stay on the staff for long. The third was actually a [REDACTED] teacher named [REDACTED]. He was a [REDACTED] and very well built and strong. He was one of the few people who could handle the complainant when he became aggressive. He actually seemed to have quite a good relationship with the complainant. He stayed on the staff of Lisnevin for many years but retired early. There was an [REDACTED] teacher named [REDACTED], who certainly remained on the staff until the move to Millisle. I have no evidence that his accusations of assault are true, but I do remember [REDACTED] telling me that he had the permission of the [REDACTED], [REDACTED], to use as much force as necessary to control the complainant's behaviour.
76. [REDACTED] was an MP and head of Bryson House for many years. He is since deceased. He did go on weekend leave to [REDACTED] House on many occasions. Eventually the **leave** had to be stopped because of the complainant's behaviour. This included the use of alcohol and violence.

**HIA275 (statement dated 5/3/15) Lisnevin in Millisle**

77. From the **account** in the statement I do not believe that I know HIA 275 nor do I have any knowledge of the allegations he has made.

**HIA374 (statement dated 19/3/15) Lisnevin in Newtownards**

78. He would have been in the Assessment Unit and not the Special Unit. He said that he was there after his parents had some marital problems and that he was not sure why he had been sent to Lisnevin in Newtownards (old building).

79. He said that after he had been there a few days a member of staff (he could not remember his name and could only describe him as black haired) put his hand on his private parts while he was showering and said "no masturbating". The norm in Lisnevin was for boys to have open communal showers in a downstairs bathroom/changing room. This happened every evening and after sports, etc. This meant that there were usually six or so boys in the shower at the same time. They were in full open view with no cubicles or curtains. Normally there would have been 3-4 staff present supervising showering and changing. This was to prevent bullying or any other sort of misbehaviour. It would have been extremely rare for one member of staff to be present with just one boy in the shower, but not impossible. Whilst it is possible that this could have taken place, say if someone joined the shower late or took longer than the others it is highly unlikely to have happened with other staff or boys present. One child protection aspect of Lisnevin in Newtownards was that care staff usually worked as a team, so there was little need for staff to be alone with a boy. I note from the transcript of HIA 374's evidence to the Inquiry on the 9 September 2015 that he thought the touching was inappropriate but that he did not consider that it amounted to sexual abuse

**HIA418 (statement dated 18/5/15) Lisnevin in Millisle**

80. From the account in the statement I do not believe that I know HIA 418 nor do I have any knowledge of the allegations he has made.

**HIA138 (statement dated 6/5/15) Lisnevin in Millisle**

81. From the account in the statement I do not believe that I know HIA 138 nor do I have any knowledge of the allegations he has made.

**HIA434 (statement dated 1/6/15) Lisnevin in Millisle**

82. From the account in the statement I do not believe that I know HIA 434 nor do I have any knowledge of the allegations he has made.

**HIA400 (statement dated 19/4/15) Lisnevin in Newtownards**

83. HIA400 was remanded to Lisnevin (Newtownards) for a five week assessment in the period of June- July 1974. He would have been around 14 at the time. I would have been working in Lisnevin Assessment Unit at the time but have no recollection of him being there. Nor do I have any knowledge of the allegations he has made.

84. He said that apart from being hit around the head a few times he had no complaints to make about Lisnevin. It was a reasonable place with good staff, who, for the most part, were caring and compassionate. It concerns me that he says he was "hit around the head". This would have been within the first year of Lisnevin's existence and I would be surprised if such assaults were common place. Staff worked as a team and at that time any assaults would have been looked upon as unacceptable. I had no sense of staff colluding in assaults. There was corporal punishment allowed but this happened very rarely and was always administered by cane by a person ranked senior assistant or above. Such punishments were always recorded.

**Dr Bill Lockhart**

**9 October 2015**

**STATEMENT OF MAXWELL GEORGE MURRAY TO THE HISTORICAL  
INSTITUTIONAL ABUSE INQUIRY**

**11 SEPTEMBER 2015**

**1. Introduction**

1.1. My name is Maxwell George Murray, known as Max, and I joined the Northern Ireland Prison Service (NIPS) on 4 September 1978. My appointment was as Assistant Governor Trainee. Initially I joined as a Basic Grade Officer (BGO) recruit and attended the induction training with a full class of BGO Recruits.

1.2. My training involved a week's familiarisation which included getting a uniform and visiting around Belfast Prison. This was followed by an 8-10 week course at what was then called the Officer Training School in temporary portacabin accommodation at Millisle. This course provided a full range of training in the role of a BGO within NIPS. From my recollection the course included:

- The legal status of prisons and the legal authority of a Prison Officer.
- The legislation which impacts on the management of operational prisons.
- The security procedures/systems to be followed including radio procedures, searching procedures, supervision of prisoner's procedures, escorting function.
- Use of force procedures including use of a baton, break away techniques, use of arm locks procedures, and riot drills.
- Knowledge of the daily regime and how a prison operates.
- Training on disciplinary procedures and adjudications.
- Management of activities including visits, workshops and education.

- 1.3. Following formal training at Millisle all new recruits attended their respective establishments and were on a "White Sheet" for two weeks. This allowed them to shadow other members of staff and to observe the operational functioning of the establishment as a supernumerary member of staff. The "White Sheet" week was managed by the Training Department and included daily de-briefs to discuss each other's experience during the day. The "White Sheet" period included a night shift. I undertook my "White Sheet" at Maze Cellular.
- 1.4. As an Assistant Governor trainee, I then undertook three to four months of project work to become familiar with the management roles and functions, routines and procedures within the prison. The training involved completion of the "Red Book"<sup>1</sup> material which identified the projects to be researched and written up. I then attended a three month training programme for Assistant Governors at Wakefield training College in England with colleagues from HMPS in England and Wales and the Scottish Prison Service.
- 1.5. Following training I was posted to Maze Compound where I became fully operational on 1 March 1981.
- 1.6. I was subsequently promoted on 28 January 1982 and following a period at both Belfast Prison and again at Maze Cellular I transferred to Hydebank Wood Young Offenders Centre on 29 October 1984. I remained there until my transfer on detached duty to Prison Service Headquarters in April 1987 and subsequently on promotion to Maze Prison in November 1987.
- 1.7. During my time at Hydebank I was initially Deputy Governor and following a serious illness of the then Governor Allister Hayes who is now deceased, I was appointed Governor for a period of almost two years. When I arrived at Hydebank, Allister Hayes was in post and he was supported by me as a Deputy Governor and two Assistant Governors, Balfour Stephens (deceased) and Del Smith retired. The Senior Management Team also included two Chief Officers, the Senior Discipline grades, Richard Elder (retired) and George Kerton (deceased).

---

<sup>1</sup> Exhibit 1 - Example of 'Red Book'

1.8. Other Senior Managers included Heads of Departments for Probation, Education, Workshops, Catering, Works Department and Chaplains.

## 2. **Hydebank Wood Background**

2.1. The Hydebank Wood Young Offenders Centre was built on the outskirts of Belfast, some 4 miles from the city centre, and opened in 1979 to replace the closed Borstal in Millisle. As I recollect, the open Borstal transferred to Hydebank and closed in 1980. At that time male Young Offenders under the age of twenty one who were serving custodial periods of less than three years were sentenced to a period of detention in a Young Offenders Centre as opposed to a period of imprisonment. At some stage during the early 1980's the Juvenile Remand Unit which was previously accommodated in D Wing Annex of Belfast Prison also transferred to Hydebank and was accommodated on a third floor landing of Elm House. The landing could accommodate up to 20 boys aged, I believe, 14-17 years of age.

2.2. The Centre could accommodate 297 inmates, both sentenced and remand. The residential accommodation was split across five residential houses each containing approximately 60 inmates – Elm/Willow/Ash/Beech and Cedar houses. There were in the region of 14,000 receptions between 1979 and 1995, which includes multiple entries of single individuals committed on a number of occasions.

2.3. In addition to the residential units, Hydebank Wood was provided with a large workshop area for delivery of Vocational Training Courses including Joinery, Bricklaying, Plastering, Motor Mechanics, Industrial Cleaning, Hair Dressing, Painting and Decorating. A separate Education Centre adjacent to Elm and Willow provided a number of classrooms where courses were run, including basic Literacy and Numeracy up to O level standards. Recreation and Sport was provided in a generously appointed Gymnasium with a weight lifting area attached. The Centre had four football pitches – 2 all weather and 2 grass. The front entrance included a Visitors Reception for relatives who visited the establishment. Although visitors were not searched, inmates were searched entering and leaving the Visits Hall.

2.4. Escort Vehicles entering Hydebank went through the front gate vehicular entrance, parked in the forecourt adjacent to the Administration Building and

inmates were unloaded directly into a reception area where new committals and re-committals were processed before being transferred to their accommodation Houses. As I recall, at that time Elm was for inmates sentenced to custody for the first time and Willow was for recidivists.

2.5. The Hydebank regime at the time of opening was intended to be lively and brisk with inmates occupied from unlock to lockup on a range of constructive activity. In a report by HM Chief Inspector of Prisons (HMCIP) dated December 1983<sup>2</sup> the Inspectors recorded in the inspection report the functions of the establishment at Appendix 2.

1.1. The functions of HM Young Offenders Centre are therefore:

- a) to receive and hold young male offenders between the ages of 17years and 21years who had been ordered to be detained in custody for a period of less than three years;
- b) to provide a brisk regime with particular emphasis on education and training, both physical and vocational;
- c) to provide for a staged system of progress towards release by means of movement through the 'house' system to a pre-release unit for those nearing the end of their sentence;
- d) to discharge inmates on their due dates, allowing for 50% remission of sentence for good behaviour; and
- e) to operate a juvenile remand unit.

2.6. In carrying out these functions the Young Offenders Centre is expected to operate in accordance with the Young Offender Centre Rules NI (1979)<sup>3</sup> and other instructions for the time being in force.

### 3. **Hydebank Regime 1984 to 1987**

3.1. When I arrived in Hydebank in October 1984 as the Deputy Governor, the then Governor Allister Hayes had already initiated a programme of regime

---

<sup>2</sup> **Exhibit 2-** HM Young Offender Centre Hydebank Wood - Report by HMCIP of Prisons December 1983

<sup>3</sup> **Exhibit 3-** Young Offenders Centre Rules (Northern Ireland) 1979

development to ensure the regime delivered the functions identified for the Centre whilst at the same time meeting the needs of the Young Offenders in its charge. Although I have no personal knowledge of some of the changes, I understand that the regime development did remove the requirement for inmates not to walk on certain coloured tiles following their committal to the Centre and the requirement for all inmates to have skinhead haircuts. From my recollection the regime provided for inmates did include a strong emphasis on discipline and participation in activities provided.

- 3.2. I recollect at that time that Hydebank Wood dealt with some very serious Young Offenders who had major behavioural problems and limited respect for authority. At committal, inmates were expected to conform to a certain standard, and keeping their rooms clean with making bed packs daily was a basic requirement. There was a strong emphasis on personal hygiene as well as maintaining a high standard of cleanliness within each of the units. At committal all inmates would be seen by an Assistant Governor, a member of the Probation Team, a Chaplain and other Departmental Heads including Head of Physical Education, Head of Education and Head of Workshops.
- 3.3. Within the Centre a Labour Allocation Board met virtually weekly to allocate inmates to activities dependent on their assessed need and time to serve. The Labour Allocation Board was chaired by the Deputy Governor and attended by Heads of Departments including Education, Vocational Training, Probation and security. The Board considered the individual needs of inmates and took account of any intellectual or skills assessments available. Depending on the Security assessments and time remaining to serve inmates were allocated to activities within the Centre. From recollection, after the period of induction in the committal unit which could last up to four weeks, inmates would be allocated to another house depending on their attitude, behaviour and length of sentence. The induction procedure was primarily aimed at acclimatising inmates to their new environment in custody. The procedures included familiarising them with the daily routine and what was expected of them, particularly emphasising the need to obey rules and conform to the routines and procedures in place. Induction also included interviews with Governors, Probation, Chaplains, Education staff, Vocational Training and Physical Education. All compiled reports for consideration at

the Labour Allocation Board. From there they would be allocated to a work party.

- 3.4. I cannot recall the precise numbers in Hydebank in October 1984 but I note the HMCIP recorded the numbers during the December 1983 inspection at 268 sentenced young men and 19 boys on remand. Many of the inmates participated in work parties as orderlies, gardeners and labourers. As I recall, the Centre employed upwards of 12-14 Teachers, full and part-time, who could teach a wide range of subjects, and 8-10 instructors. Inmates were expected to attend work and education as allocated. In addition, the Centre also had a Social Skills Course which provided advice and support on alcohol and drugs, living alone and pre-release.

#### 4. **The Regime**

- 4.1. The daily regime required inmates to be unlocked at 8.00am when they would be expected to clean their rooms, make their bed packs and have breakfast and be ready to attend work at 9.00am. During the morning work period a 15 minute tea break would be provided with all inmates returning to the residential units at 12.15 for lunch and lockup. The inmates were again unlocked at 2.00pm and remained at activities until 4.00pm before returning to the units for lockup at 4.45pm. Evening Association was provided with unlock at 5.30pm and inmates enjoyed free association, attended evening education or the gymnasium. Lockup at night varied across the Centre depending on the agreed regime for the house, but the latest lockup was around 8.30pm (other than for those with Special Privileges<sup>4</sup>).
- 4.2. Hydebank Wood operated a progressive regime. The committal procedure as identified previously had a strong emphasis on discipline and control. However, an inmate would quickly progress from the committal landings to one of the other houses. I cannot remember the precise detail but do recall that Ash, Beech and Cedar each had a separate regime to reflect a more relaxed environment for inmates depending on progress with Ash house being the pinnacle where inmates could attain special privilege status because of their progress within the Centre. Special privilege (SP) entitled

---

<sup>4</sup> Exhibit 4- Special Privilege Scheme

Ash House inmates to work out in the community and have free movement across the site. SP's also had a late lockup. Inmates could earn additional privileges as they progressed through the Centre which included reduced supervision, more freedom of association, increased access to the Gymnasium and attendance at outside events, depending on security clearance and time remaining in custody.

## 5. Discipline and Control

5.1. During training all Prison Officers at Millisle were advised of the need to adequately supervise and manage prisoners in their charge. The major emphasis was on security and control. Discipline was important. Staff were instructed that the disciplinary procedures centred on the application of prison rules and charging offenders with offences outlined in the rules. Rule 30 of 1979 rules (revised as Rule 32 of the Young Offender Centre Rules Northern Ireland 1982<sup>5</sup>) outlined 21 offences an inmate could be charged with including:

- disobeys any lawful order or neglects to conform to the rules;
- treats with disrespect any officer or any person visiting the Centre;
- is idle, careless or negligent at work or refuse to work;
- uses any abusive, insolent, threatening, or other improper language;
- is indecent in language, act or gesture;
- commits any assault;
- leaves without permission any place in which he is required to be;
- loses by neglect any property belonging to the Centre;
- wilfully disfigures or damages any part of the Centre or any property which is not his own;
- commits any nuisance.
- takes improperly, or possesses without authorisation any article;

---

<sup>5</sup> Exhibit 5 - The Young Offenders Centre Rules (Northern Ireland) 1982

- gives to or receives from any person or has in his room or possession any prohibited article;
- commits an offence under the act;
- mutinies or incites other inmates to mutiny;
- does gross personal violence to an Officer;
- does gross personal violence to any person not being an Officer;
- makes repeated and groundless complaints;
- in anyway offends against the security or good order or discipline of the Centre;
- makes false or malicious allegations against an Officer;
- fails to return to the Centre when a period of temporary release expires or abide by any condition attach to the period of temporary release;
- attempt to do any of the foregoing things.

(Source: Notes for the Guidance of all prisoners undated but likely 1979<sup>6</sup>)

5.2. Officer training included role plays and the opportunity for Trainee Officers to view mock incidents and write statements as well as attending mock adjudications to give evidence. Officers were instructed that the Governor at the hearing would provide an opportunity for the inmate to address the charge(s) laid against him and the relevant Officer would then be subject to cross-examination. The Governor then decided whether the inmate was guilty.

5.3. If found guilty the Governor could award;

- caution;
- loss of remission for a period not exceeding 14 days;
- loss or postponement of payment in whole or in part for work for a period not exceeding 14 days;

---

<sup>6</sup> Exhibit 6 - Information to Committals (full information pack) Specific reference Page 8

- loss or postponement in whole or in part of privileges other than the payments for work, for a period not exceeding 28 days or 2 months in the case of Evening Association exercise;
- exclusion from associated work for a period not exceeding 14 days and;
- Confinement to room for a period not exceeding 3 days.

(Source Notes for the Guidance of all Prisoners<sup>7</sup>)

5.4. In instances of more serious offences the Governor can refer the case to the Secretary of State and the Visiting Committee on the grounds that the awards available to him are insufficient given the gravity of the offence. However, referrals to the Secretary of State or the Visiting Committee<sup>8</sup> are restricted to the following offences;

- an offence under the Act (The Prison Act 1953);
- gross personal violence to an Officer;
- gross personal violence to any person not being an Officer and;
- any serious or repeated offences against discipline for which, in the view of the Governor it may desirable to award a severe punishment than is provided in Rule 31.

(Source Notes for the Guidance of all Prisoners<sup>9</sup>)

5.5. In instances were a case is referred and is accepted for hearing by the Secretary of State or usually the Visiting Committee the awards are significantly greater and include;

- loss of remission for a period not exceeding 4 months;
- loss or postponement of payment in whole or in part for work for a period not exceeding 28 days;
- loss or postponement in whole or in part of privileges other than payment for work;

---

<sup>7</sup> **Exhibit 6** - Information to Committals (full information pack) Specific reference Page 8

<sup>8</sup> **Exhibit 7** - Visiting Committee Information

<sup>9</sup> **Exhibit 6** - Information to Committals (full information pack) Specific reference Page 8

- exclusion from associated work for a period not exceeding 28 days and;
- confinement to room for a period not exceeding 14 days or were the inmate is found guilty of mutiny or incitement to mutiny or of gross personal violence to an Officer not exceeding 28 days.

(Source Notes for the Guidance of all Prisoners<sup>10</sup>)

- 5.6. The disciplinary procedures highlighted above are the only procedures that are in place to punish a prisoner for acts of indiscipline. However, on occasions an inmate's behavior can become so disruptive to the Centre that the Governor has to take additional measures to protect both the individual inmate and others within the Centre including staff. In such instances the Governor may temporarily confine an inmate to a room under Prisoner Rule 40-(1)<sup>11</sup> (which states that for the purpose of preventing disturbance, damage or injury, a refractory or violent inmate may be temporarily confined in a special room or protective room approved for the purpose by the Secretary of State; but an inmate shall not be confined in such a room as a punishment or after he has ceased to be refractory or violent. In instances when temporary confinement is used the Medical Officer must be informed).
- 5.7. In other instances inmates can create disruption within the Centre and despite every effort on the part of Management and staff to manage the inmate in the general population consideration will be given to removing the inmate from association with others. Prison Rule 26.1 YOC Rules 1982<sup>12</sup>, states that 'where it appears desirable for the maintenance of good order or discipline or in his own interests that an inmate should not associate with other inmates, either generally or for particular purposes, the Governor may arrange for the inmates removal from association accordingly'.
- 5.8. Governors can award removal from association for 24 hours after which time the Governor must seek the authority of a member of the Visiting Committee or Secretary of State. The Visiting Committee will interview the prisoner and seek evidence from the Governor as to why the removal from association is

---

<sup>10</sup> **Exhibit 6** - Information to Committals (full information pack) Specific reference Page 8

<sup>11</sup> **Exhibit 5- Page 13** - The Young Offenders Centre Rules (Northern Ireland) 1982

<sup>12</sup> **Exhibit 5 -Page 9** - The Young Offenders Centre Rules (Northern Ireland) 1982

necessary and if approved, authority will be given under Prison Rule 26.3<sup>13</sup> for the inmate's removal for a period not exceeding 14 days. However, the removal can be renewed fortnightly thereafter by the Visiting Committee.

5.9. During training the new recruits are fully aware that the disciplinary procedures outlined above are the agreed procedures for managing misconduct within the Young Offenders Centre or prisons. The general principles highlighted in part 5 of the Prison Rules amended in 1982<sup>14</sup> are fully explained at training. The general principles are as follows:

*25 (1) order and discipline shall be maintained with firmness but with no more restriction than is required for safe custody and well-ordered community life.*

*25.(2) in the control of inmates Officers shall, so far as possible, seek to influence them through their own example and leadership and to enlist their willing co-operation.*

*25.(3) at all times the treatment of inmates shall be such as to encourage their self-respect and a sense of personal responsibility.*

*25.(4) an inmate shall not be employed in any disciplinary capacity, but inmates selected as suitable by the Governor may be given positions of responsibility.*

## **6. Minimum Use of Force and Technical Intervention Training (MUFTI)**

6.1. When I undertook training as a new recruit to the Prison Service, the training was based on 'Judo' principles for arm holds and taking someone who is being violent to the ground. There was a significant emphasis on the use of the baton. The training included practical sessions when moves were practiced and perfected.

---

<sup>13</sup> Exhibit 5 – Page 9 - The Young Offenders Centre Rules (Northern Ireland) 1982

<sup>14</sup> Exhibit 5 – Page 8- The Young Offenders Centre Rules (Northern Ireland) 1982

6.2. During training on use of force Officers were advised on the requirement not to use excessive force and that any force used must comply with Prison Rule 39 (1982)<sup>15</sup> which states:

1. *'an Officer in dealing with an inmate shall not use force unnecessarily and when the application of force is necessary, no more force than is necessary shall be used'.*
2. *'an Officer shall not deliberately act in a manner calculated to provoke an inmate'.*

6.3. In Hydebank Wood Officers were not issued with batons given that they largely deal with young people and juveniles. The emphasis for staff at Hydebank Wood was on the requirement to develop working relationships and a working rapport with the inmates. That approach remains to this day.

6.4. Sometime in the mid 1980's the use of force training changed to use of Control & Restraints. Control & Restraints was introduced in England as a means for staff to control those inmates who for whatever reason seek to be disruptive and violent. Since its introduction Control & Restraints has remained the only approved method of controlling those in Prison Service custody, if used properly will be accepted by the Courts as a humane effective method of doing so. Control & Restraint follows a specific discipline where wrist locks are used to bring disruptive prisoners under control. As previously with the MUFTI Training Control & Restraint Training emphasises on the need to use other means to bring situations under control before resorting to the use of force. Control & Restraint emphasises on de-escalation skills which will be applied depending on the circumstances. If the situation cannot be brought under control without the use of force then force may be used to the extent to which it is necessary in the circumstances to achieve the objective, but no more.

6.5. The C&R Training Programme is in three parts:

---

<sup>15</sup> **Exhibit 5 – Page 13** - The Young Offenders Centre Rules (Northern Ireland) 1982

- i. C&R 1 comprises wrist locks techniques, covers the defensive use of the short stave and kuboton (used in the female prison) and introduces the concept and deployment of a 3-officer team.
  - ii. C&R 2 (A) comprises simple self-defence and breakaway techniques.
  - iii. C&R (B) introduces the use of side arm baton, short and long shield; and covers the operational use of a 14-officer unit.
  - iv. C&R 3 prepares staff to deal with larger-scale incidents and covers the deployment of a 44-officer section or a number of sections.
- 6.6. In addition to the Induction Training<sup>16</sup> for new staff coming through the Prison Service College at Millisle, existing staff transferred into any establishment from another establishment automatically received 2 week Induction Training on a "White Sheet" which meant the Officer was not detailed specific duties but had the opportunity to observe and shadow other staff in order to become familiar with the routine, procedures, security and design of the establishment.. During such training new staff were advised of the culture and operation of the Centre and what is required of them. They also had opportunity to shadow staff on the landings. I well remember the Training Department looking after new staff who transferred in from Maze, Belfast and occasionally Magilligan.
- 6.7. The training provided to staff emphasised the difference between working with paramilitary prisoners at Belfast or Maze, and working with Young Offenders. A different approach was required. In Hydebank staff were briefed on the obvious differences of managing Paramilitary terrorists prisoners who act in concert and work as a concerted group, as against individual Young Offenders who come from a range of challenging backgrounds and many who were indirectly impacted by the troubles.

---

<sup>16</sup> Exhibit 8 - Northern Ireland Prison Service Officers Instruction Manual Photocopy of cover page (Hard Copy evidence Available)

## 7. Regime

- 7.1. In Hydebank the regime available to prisoners was managed in accordance with the requirements of Prison Rules. Every member of staff on entering the Service was provided with a set of Rules<sup>17</sup> in a small pocket sized blue book. The Officer carried this book with him during his tour of duties for use as a quick reference guide in the event of issues arising. In addition, the blue book was further expanded in both Governors Orders<sup>18</sup> and Chief Officers Orders. Generally the Governor's Orders emphasised the ethos and culture operating within the Centre whilst the Chief Officer's Orders clarified the operational requirements on a daily basis. NIPS also had a file of Standing Orders<sup>19</sup> which provided detailed clarification on a wide range of topics affecting inmate's time in custody and included a section on Discipline & Control.<sup>20</sup>
- 7.2. Officers were deployed daily in regular posts where they were familiar with the operation of the area and inmates under their charge. Officers worked within a team with a Senior Officer in charge. Briefings took place during handover periods at morning unlock, lunch-time lockup, evening unlock and at the handover to Night Guard staff. This provided an opportunity for staff to discuss any ongoing problems or difficulties with particular inmates or other issues affecting the routine. Staff had direct access to Senior Officers on a daily basis and had every opportunity to inform management of any unforeseen circumstances arising in their area of responsibility.
- 7.3. All areas were frequently patrolled by Senior Management including Governor Grades who were allocated specific areas of responsibility across the Centre. Chief Officers and Principal Officers also carried out rounds of their areas of responsibility. All had clear visibility of what was happening within the areas given that most association areas were glass fronted. Managers were also required to inspect inmate's rooms.

---

<sup>17</sup> **Exhibit 9** - Northern Ireland prison service - the Prison rules (Amended) and Other Information - Photocopy Cover Page (Hard Copy Evidence Available)

<sup>18</sup> **Exhibit 10** - HM PRISON & YOUNG OFFENDERS' CENTRE - HYDEBANK WOOD GOVERNOR'S ORDERS

<sup>19</sup> **Exhibit 11** - - Example of a Circular and Standing Order on Inmates Clothing

<sup>20</sup> **Exhibit 12** - Litigation regarding Control and Restraint Techniques

## 8. Complaints by Inmates

8.1. Upon committal, inmates were advised that they had the right to see a Governor on request, a member of the Visiting Committee or a visiting representative of the Secretary of State in compliance with Rule 42 (1)<sup>21</sup>. Inmates received a copy of the Guidance to prisoners on committal<sup>22</sup>. As highlighted in paragraph 42 (2) of the 1982 YOC Rules<sup>23</sup> 'the Governor shall, at a convenient hour every day, other than Saturday's, Sunday's and Public Holidays, see all inmates who had made a request to see him'. Obviously this function was delegated to Junior Governor Grades (1982 Prison Rule 97 (2))<sup>24</sup> depending on their areas of responsibility.

8.2. In addition to the Management being visible throughout the Centre, other staff including Chaplains, Probation, Teachers, Counsellors and Administration staff also had access throughout all areas of the Centre.

### 8.3. Visiting Committee

8.3.1. Inmates could make a request to see a member of the Visiting Committee or an Official of the Northern Ireland Office (NIO) at the next visit. Applications to see a member of the Visiting Committee would be made directly with the Class Officer who would record the request and refer to the Visiting Committee Clerk who would enter into the Visiting Committee Journal. Any member of the Visiting Committee on their next visit would be required to see the inmate. Separately, inmates could directly approach members of the Visiting Committee, who visited throughout the Centre, without referral to prison staff.

### 8.4. Petitions

8.4.1. All inmates were entitled to write a petition to the Northern Ireland Office, the content of which could not be censored by the establishment. During the mid-1980's the Treatment of Offenders

---

<sup>21</sup> Exhibit 5 – Page 14 - The Young Offenders Centre Rules (Northern Ireland) 1982

<sup>22</sup> Exhibit 6 - Information to Committals (full information pack)

<sup>23</sup> Exhibit 5 – Page 14 - The Young Offenders Centre Rules (Northern Ireland) 1982

<sup>24</sup> Exhibit 5 – Page 25- The Young Offenders Centre Rules (Northern Ireland) 1982

Branch in Prison Operations managed any representations received from inmates or prisoners. The petition would include any representations which the inmate wished to make with an explanation from the Governor. Petitions comprised of a four sided document which included 2 pages inside. One for the inmate to outline the complaint and the other for the management response were usually used as a form of appeal against a decision taken within the Centre. NIO staff within the Treatment of Offenders Branch responded in writing directly to the inmate making the complaint.

#### 8.5. Members of Parliament

8.5.1. Inmates were entitled to make direct representations to members of Parliament in accordance with Standing Order Section 5<sup>25</sup>. In the notes for the guidance of all prisoners, paragraph 4C states that any complaint about a member of staff must be made to the Governor. A complaint on these matters may not be made to a Member of Parliament until official action is complete.

#### 8.6. Parliamentary Commissioner on Administration

8.6.1. Inmates also had the right to send a letter to the Parliamentary Commissioner on Administration and the guidance to prisoners included the address. Such letters were not subject to censorship.

### 9. **Scrutiny**

9.1. As Governor, I reported to the Director of Prison Operations who at that time was Rodger Kendrick (now deceased). I would have been in contact with him or his office at least two to three times a week on a wide range of issues or even routine matters. Rodger Kendrick also frequently visited the establishment and would have carried out rounds to satisfy him that everything was in order. NIO staff working in the Treatment of Offenders Branch would have specific responsibility for overseeing the activities of Hydebank, Magilligan and Maghaberry (opened in 1986) whilst another section looked after Maze and Belfast. They too would have been frequent

---

<sup>25</sup> Exhibit 6 – Page 8 - Information to Committals (full information pack)

visitors. NIO representatives attended a number of routine meetings including the Special Privilege Selection Board for the selection of SP inmates<sup>26</sup> and the Labour Allocation Board. Treatment of Offender Branch officials also visited to discuss issues raised by inmates in petitions received in the Department.

## 10. Her Majesty's Chief Inspector of Prisons (HMCIP)

10.1. HMCIP inspected prisons in Northern Ireland and reported directly to the Secretary of State. In compiling this statement I have made reference to two reports which refer to inspection between 21 and 25 June 1982<sup>27</sup> and again on 30 October to 4 November 1994<sup>28</sup>. In the report published in December 1983 (in relation to the 1982 inspection) HMCIP stated in their general conclusions at section 7:

*“our inspection of Hydebank Wood revealed an establishment which the Northern Ireland Office can be justly proud. It fulfils its functions well, and while the regime is brisk and purposeful it is also caring. This is always a difficult balance to achieve, but especially so given the stresses that exist in Northern Ireland”.*

### 7.02

*“Nevertheless, for a new establishment Hydebank Wood had a disappointing number of physical defects; it provided, for instance, few facilities for staff, especially when compared with those provided for inmates. There were considerable weaknesses in the fire precautions. A greater involvement of staff in the management structure, as well as more staff training is also necessary if the Centre is to achieve the excellence of which it is capable”.*

### 7.03

*“None of these criticisms, however, relate to the way in which staff dealt with inmates, or to the regime at the Centre. These were impressive, as*

---

<sup>26</sup> **Exhibit 4** - Special Privilege Scheme

<sup>27</sup> **Exhibit 2** - HM Young Offender Centre Hydebank Wood - Report by HMCIP of Prisons December 1983

<sup>28</sup> **Exhibit 13** - HMCIP report on Inspection of HM YOC Hydebank Wood 30 October - 4 November 1994 -. report issued march 1995

*was the quality of the accommodation and facilities provided for the inmates, the work of the Education Department and the PE staff, the high quality of medical care and catering, and the imaginative and innovative social skills course”.*

#### **7.04**

*“In summary we concluded that the Governor and the staff had succeeded in establishing a humane new Centre with an imaginative and purposeful training regime in very difficult conditions. They are to be congratulated”.*

10.2. The HMCIP 1994 inspection report<sup>29</sup> was published on 24 May 1995. In the conclusions at chapter 7, the Inspectors acknowledged that the Centre set out to impose discipline in the lives of the young people who came to it, reminiscent of former Detention Centre’s routines elsewhere in the UK. Inspectors found that privileges for sentenced Young Offenders provided incentives although criticised the range of incentives available.

10.3. At paragraph 7.03, the inspection report states, *“there was a clean, safe environment for inmates at Hydebank Wood. Individual appearance was smart, enhanced by the fact that inmates were allowed to wear their own clothing. Demeanour towards staff and visitors was invariably polite. Officers adopted a formal yet friendly approach. The ratio of staff to inmates was undoubtedly high but was used to good effect. The buildings allowed for good supervision, as each house had 4 landings containing 15 young men”.* Later in the paragraph the report states, *“during our inspection we found no evidence of staff spending too long in offices”.* The report also stated that *“there was comparatively little bullying. We heard from an inmate who had experienced custodial life in both Ireland and England that he preferred Hydebank Wood”.*

#### **11. Visiting Committee (VC)**

---

<sup>29</sup> **Exhibit 13** - September - HMCIP report on Inspection of HM YOC Hydebank Wood 30 October - 4 November 1994 - report issued march 1995

11.1. The Visiting Committee mentioned earlier in this report, is an independent body of individuals who are appointed by the Secretary of State. Visiting Committee Members are not of the management structure of the Centre. As the Secretary of State's representatives, they have authority to enter the Young Offenders Centre at any time with the objective of ensuring that it is being properly run and in compliance with the legislative requirements. Members have full and free access to every part of the establishment and can speak to any inmate or Officer. The full Committee meets at the Centre every month and in the period in between members will visit all areas of the Centre. Any concerns raised, criticisms, complaints or serious matters are reported to the Governor, and if not dealt with are reported to the Northern Ireland Office. In any event, the VC submits an annual report to the Secretary of State detailing their visits to the Centre and any matters arising.

11.2. In the Guidance for the attention of all prisoners at paragraph 4 in the section on the Visiting Committee it states, "*you have the right of access to the VC with any grievance, complaint or application you wish to make. You will not be prevented from approaching any member of the Committee, but remember false or malicious allegations or complaints will be viewed very seriously*".

## 12. **International Committee for the Red Cross**

12.1. Members of the International Committee of the Red Cross visited Hydebank during their inspections of Maze and Belfast prisons. On their visit their Committee members will tour the Centre and report to HM Government. They visited during my period as Acting Governor on Monday 8 September 1986 as recorded in my Governor's Journal.

## 13. **The Secretary of State and Ministers**

13.1. During my period in Hydebank Wood I received both the Secretary of State and Ministers on routine visits to the Centre. Visits included then Secretary of State for NI, Douglas Hurd and Minister of State, Nicholas Scott, both of whom toured the Centre during their visit.

## 14. **Governor's Journal**

14.1. The Governor at Hydebank Wood maintained a daily journal. The journal is not exhaustive and only records a gist of what happens on a daily basis. I have been unable to obtain the journals for the initial period of my posting to Hydebank Wood from October 1984 to 31 Dec 1985. However, I have the journal<sup>30</sup> covering the remainder of my period at Hydebank from 1 January 1986 until my transfer on 19 April 1987.

14.2. Although not exhaustive, the Journal does record the range of meetings that take place within Hydebank, the range of activities that inmates undergo, the events, topics and incidents that can arise on any day, visitors and Support Services who come into the Centre, meetings with the POA, adjudications conducted, and a range of other events as and when they occurred.

## 15. Allegations

15.1. I am aware of allegations made by the following:

1. [REDACTED]
2. [REDACTED]
3. [REDACTED]
4. [REDACTED];
5. [REDACTED].

15.2. None of the above are known to me and given the dates of their periods in Hydebank Wood none were present when I was Deputy Governor or Acting Governor.

16. [REDACTED]

16.1. [REDACTED] was in Hydebank at some time during 1988. At paragraph 17 he refers to a person called [REDACTED]; I do not know who this person is. He also makes reference to stating his name and prison number and sentence which was routine in those days. He further adds that if he did not know the details he was slapped, punched or kicked. I have no knowledge of this.

---

<sup>30</sup> Exhibit TBC