



**Health
Information
and Quality
Authority**

An tÚdarás Um Fhaisnéis
agus Cáilíocht Sláinte

**Social Services
Inspectorate**

TRINITY HOUSE

CHILDREN DETENTION SCHOOL

INSPECTION REPORT ID NUMBER: 393

Inspection Dates: 29-30 April and 12-13 May 2010

Publication Date: 4 November 2010

SSI Inspection Period: 12

Centre ID Number: 418

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3. Findings

4. Summary of recommendations

Name of Detention School	Trinity House School (THS)
Dates of Inspection	29 th – 30 th April and 12 th – 13 th May 2010
Authority to Inspect	The Health Information and Quality Authority (HIQA) Social Services Inspectorate (SSI) carry out inspections of Children's Detention Schools under Section 185 of the Children Act 2001 as amended by the Criminal Justice Act 2006.
Inspectors	Michael McNamara (Lead Inspector) Kieran O'Connor (Co-Inspector)
Purpose and Function	THS provides a residential service to the courts for up to 27 male young offenders aged between 10 and 16 years prior to admission ¹ . It is funded by the Department of Justice, Equality and Law Reform (DJELR) and managed by an executive board of management. It caters for young people on committal, but also offers places to young people on remand, and accommodates young people on remand for the purpose of assessment. It offers care and education to boys who have been committed to custody after conviction for criminal offences ² , or remanded to custody while awaiting trial or sentence. ³ On the first day of the inspection there were 11 young people in the school, six on remand and five on committal. THS also accommodates boys in respect of whom the court has postponed a decision. adjourned the case and the child is on remand.
Number of places: Original Certificate	A maximum of 27 (21 on committal, 3 on remand, 3 in step-down) ⁴
Certificate at time of inspection	17 (14 on committal, 3 on remand, and 3 in step-down)
Occupancy on Inspection	11 (6 on remand, 5 on committal)
Age range	12 – 16 years
Accommodation	<p>THS is one of three children detention schools sharing a spacious campus in a rural setting, the other two being Oberstown Boys' Detention School and Oberstown Girls' Detention School. The campus has external security fencing, within which THS has its own secure perimeter fence.</p> <p>THS comprises three internal residential units and a tuition unit in which education is provided in an integrated one storey inter-connected building with a high level of security, internally and externally. It also has a separate step-down unit. At the time of the inspection building works were underway in the school and one unit was closed for refurbishment. Inspectors were told that long-term closure of the step-down unit was due to staff needing to be deployed primarily in the main units. The tuition unit, situated within the buildings at THS, operated under the aegis of the County Dublin Vocational Education Committee (VEC).⁵</p>

¹ Under section 196 of the Children Act 2001, as amended.

² Under section 142 of the Children Act 2001, as amended.

³ Under section 88 of the Children Act 2001, as amended.

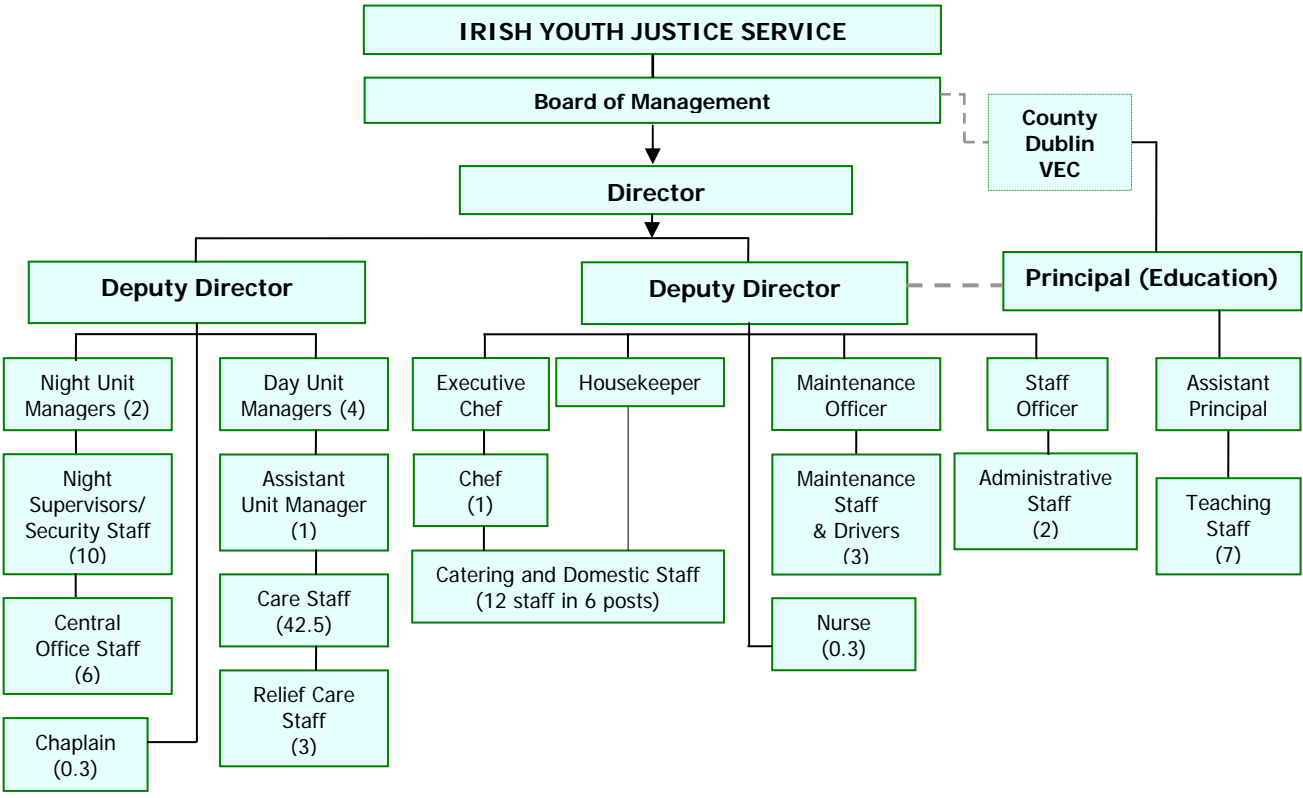
⁴ Under section 195 of the Children Act 2001, as amended.

⁵ Under section 159 of the Children Act 2001, as amended.

Management

THS is managed by a board of management appointed by the Minister for Children and Youth Affairs. The board of management is responsible for all three detention schools on the campus. The board has direct governance of the school in accordance with policy guidelines laid down by the Minister for Justice, Equality and Law Reform through the Irish Youth Justice Service (IYJS) in accordance with the Children Act 2001, as amended.⁶ It is also responsible for the recruitment and dismissal of staff (subject to the Minister's approval), financial management and control, the maintenance and upkeep of the premises, furniture and equipment, and the provision of an annual report on the operation of the school and such other reports, statistics and information as the Minister may require. The board includes representatives of the IYJS and the VEC, both of whom have voting rights. The director of THS attends board meetings as a non-voting member. At the time of this inspection there was a change in the post of chairperson of the board with a new chairperson being appointed by the Minister following the resignation of the previous incumbent. Each of the three units within THS was managed by a unit manager. The organisational structure of THS is shown in the chart below.

Organisational Structure of THS - April 2010



Overall responsibility

The overall operational responsibility for the day-to-day management of the school rests with the director, supported by two deputy directors with designated responsibilities. One is responsible for care provision, the other, who has oversight of ancillary services and health and safety, also liaises with the Principal of the on-site education facility. The principal of the tuition unit reports to the VEC. The deputy directors and unit managers were 'on call' in rotation.

⁶ Under section 164 of the Children Act 2001, as amended.

<p style="text-align: center;">Staffing</p>	<p>At the time of inspection, the school employed 97 non-teaching staff in 88.3 posts:</p> <ul style="list-style-type: none"> • 1 Director, • 2 Deputy Directors, • 4 (<i>Day</i>) Unit Managers, • 2 Night Unit Managers, • 1 Assistant Unit Manager, • 42.5 residential child care workers • 3 relief residential child care workers • 10 night supervisors and security staff, • 6 central office staff • 1 staff officer, • 2 administrative staff, • 1 executive chef, • 1 chefs, • 1 housekeeper, • 12 catering and domestic staff in 6 posts, • 1 maintenance officer • 3 maintenance staff and drivers, • 0.5 Nurse, (<i>1½ posts shared with two other detention schools</i>) • 0.3 Chaplain, (<i>Full-time post shared with two other detention schools</i>) <p>Staff for the tuition centre comprised a principal, one assistant principal and seven teaching staff.</p>
<p style="text-align: center;">Methodology</p>	<p>The inspection was carried against the <i>Standards and Criteria for Children Detention Schools</i>, issued by the Department of Education and Science (DoES) in November 2004 and adopted in November 2008 by the IYJS.</p> <p>Inspectors' judgements are based on evidence verified from several sources gathered through direct observation, inspection of accommodation, interviews with: seven young people, the director, two deputy directors, one unit manager, four care staff, one night supervisor, the school's nurse, the chaplain, the maintenance officer, the activities co-ordinator, a consultant psychiatrist, telephone interview with one social work team leader and one social worker, and examination of the following records and documentation:</p> <ul style="list-style-type: none"> • The school's statement of purpose and function, policies and procedures, including information for parents and young people, • A health and safety statement, • The school's registers, • The young people's care files, • Administrative records and staff personnel records, • Records of staff supervision, • Details of the use of physical restraint for the previous twelve months, • Details of the use of single separation for the previous twelve months, • Details of unauthorised absences for the previous twelve months, • Details of serious incidents in the previous twelve months, • Details of complaints in the previous twelve months, • Details of disciplinary actions in the previous twelve months • Questionnaires from six young people, a social worker, and a parent. <p>Although the term 'school' is used in this report the inspection was of the residential care provided only.</p>

1.1 Acknowledgements

The inspectors wish to acknowledge the co-operation of the young people, the chair of the board of management, the director, managers and staff of the detention school, and other professionals who participated in this inspection.

1.2 Data on young people

Owing to the fact that works were taking place in one of the units, the school had an operational capacity of 17 places, and at the time of the inspection there were 12 young people in the school, six committed to detention, and six on remand. Their average age on admission was just over 15 years. Five of the young people were in the care of the HSE, and three others were known to social work departments.

1.3 Background

THS was founded in 1983 as a reformatory school, managed by the DoES until March 2007 when it transferred to the DJELR under the Children Act 2001. The school is managed by a board of management, but overall responsibility for policy and funding rests with the IYJS, an executive office of the DJELR.⁷ THS is the only secure residential facility within the detention school system. At the time of this inspection the school operated below its original capacity to allow for the refurbishment of the units. One unit had been refurbished, and was in operation during the inspection. The IYJS has an overall plan to redevelop the detention schools as one integrated service on the Oberstown campus. At the time of the inspection THS was subject to considerable change following the transfer of staff to the three schools on the Oberstown campus after the closure of the detention school at Finglas Child and Adolescent Centre.

This was HIQA SSI's second inspection of THS, which was last inspected in 2009 (*Report ID: 270*), and the first unannounced inspection of the school. HIQA is an independent authority incorporating the social services inspectorate. It was established in May 2007 under the Health Act 2007.

Section 186 (1) of the *Children Act 2001* (as amended by section 152 of the *Criminal Justice Act 2006*) requires inspections of detention schools to be carried out annually.

⁷ www.iyjs.ie

2. Analysis of Findings

2.1 Recommendations of the last inspection

No	<i>Recommendations of the 2009 inspection</i>	<i>Responsibility for Implementation</i>	<i>Status</i>
1	The director and board of management of THS, in consultation with the IYJS, should revise the statement of purpose and function and ensure that it reflects the requirements of the standards, the objectives and values of the Children Act 2001, the terms of the present certificate, the roles of the stakeholders, and how the school carries out its key functions.	Board of Management, Director, IYJS	Partly met
2	The director of THS should consider ways of increasing opportunities for exercise and recreation inside and outside the units, and of encouraging the young people to make better use of the facilities and open space already available.	Director of THS	Met
3	The director of THS should develop the roles of staff, particularly care staff and keyworkers, in providing living skills training to young people.	Director of THS	Partly met
4	The director and board of management of THS, in consultation with the IYJS, should: <ul style="list-style-type: none"> • review its policy on care and control, • revise its system for managing behaviour, • review the use of physical restraint and single separation, • develop a policy and practice on the management of risk, • give consideration to making further opportunities for privacy available within the behaviour management system, • develop practice that distinguishes between the management of behaviour and management of risk. 	Board of Management, Director, IYJS	Partly met
5	As a matter of priority, the director and board of management of THS should: <ul style="list-style-type: none"> • review the use of single separation, • reduce its frequency, • ensure that in every instance it conforms to the standards, • ensure that practice reflects the principles of children's rights. 	Board of Management, Director	Partly met
6	The IYJS should enter into discussion with the Department of Health and Children and the HSE with a view to developing common standards for the use of single separation in all places where young people can be legally detained.	IYJS	Not met
7	The director and board of management of THS should ascertain the wishes of parents about the religious upbringing of their children.	Board of Management, Director	Met
8	The IYJS should review the detention schools' policy on unauthorised absences to ensure clarity about the status of young people who are missing for long periods of time.	IYJS	Met

9	The director and board of management of THS, in consultation with the IYJS, should review the school's child protection policy, and: <ul style="list-style-type: none"> • develop the protocols with the HSE for notification of child protection concerns, and • consider assigning the role of designated child protection officer to a deputy director. 	Board of Management, Director, IYJS	Partly met
10	The director and board of management of THS, in consultation with the IYJS, should develop a safeguarding policy that encompasses all aspects of care of the young people, is strongly based in children's rights, and creates a culture in the staff where safe care can be openly discussed and promoted.	Board of Management, Director, IYJS	Partly met
11	The director and board of management of THS, in consultation with the IYJS, should review the whistle-blowing policy and ensure that staff have sufficient confidence in it for it to fulfil its purpose of protecting young people.	Board of Management, Director, IYJS	Not met
12	The director and board of management of THS, in consultation with the IYJS, should carry out a review of practice in children's rights to ensure that staff are confident about them and able to promote their facilitation.	Board of Management, Director, IYJS	Met
13	The director and board of management of THS, in consultation with IYJS, should determine how the standard on independent advocacy is to be met.	Board of Management, Director, IYJS	Partly met
14	The IYJS should develop policy and set out clear objectives and definition of roles for independent advocates.	IYJS	Not met
15	The director and board of management of THS, in consultation with the IYJS, should carry out a thorough review of the planning process. It should ensure that the plans, programmes of action and reviews are appropriate for every case and tailored to lengths of sentences.	Board of Management, Director, IYJS	Partly met
16	The IYJS should enter into discussion with the HSE and probation service about the continuity of support for young people in preparation for leaving and aftercare.	IYJS	Not met
17	The director of THS should review the unit managers' role in monitoring care practices, develop more regular systems of evaluation including routine care practices, and ensure that it is evidenced in the files.	Director of THS	Partly met
18	The director and board of management of THS, in consultation with the IYJS, should carry out a review of the deployment of staff that includes the issue of chronic staff absences.	Board of Management, Director, IYJS	Partly met
19	The director and the board of management of THS, in consultation with the IYJS, should determine how it is to remedy the deficiencies in vetting, and ensure that in all future appointments the national guidelines on vetting are rigorously followed.	Board of Management, Director, IYJS	Not met

20	The board of management of THS should produce a statement clearly defining the role of the board, its responsibilities, authority, monitoring function in accordance with standard 6.9, including in the statement the lines of accountability of the directors and the board's relationship with the IYJS.	Board of Management	Not met
21	The board of management of THS should give priority to arranging visits to the school in accordance with the recommendation of the 2005 inspection.	Board of Management	Not met
22	The IYJS should develop a policy on supervision, and determine which model of staff supervision is to be used in the detention schools; and the director and board of management of THS should ensure that it is properly implemented.	IYJS, Director of THS	Not met
23	The director and board of management of THS, in consultation with the IYJS, should draw up a comprehensive programme of training for staff that includes: <ul style="list-style-type: none"> • training for the chair of the board of management, director, deputy directors and unit managers in change management; • training in <i>Children First: Guidelines on the Welfare and Protection of Children</i> for the DCPO and unit managers; • training in health and safety for the deputy director with overall responsibility for health and safety, the health and safety and maintenance officers, and the staff health and safety representatives; • training in fire safety for those staff who have not received it; • training in the rights of children in detention for care staff. 	Board of Management, Director, IYJS	Partly met
24	The director of THS should streamline the system of recording and ensure that it is complete, accessible, accountable, regularly monitored, and secure.	Director of THS	Partly met
26	The director of THS should ensure that staff store their own medication in a secure place separate from the young people's medication.	Director of THS	Partly met
27	The director and board of management of THS, in consultation with the IYJS, should review practices and the services available for addressing the emotional needs of young people in detention.	Board of Management, Director, IYJS	Partly met
28	The director and board of management of THS should arrange for a representative of the Fire Authority to visit the school annually in accordance with standard 9.10, and ensure that fire drills are carried out regularly.	Board of Management, Director, Fire Authority	Partly met
29	The director and board of management of THS, in consultation with the IYJS, should encourage and support staff in quitting smoking on the premises so that they may provide a positive example to the young people.	Board of Management, Director, IYJS	Partly met

30	The IYJS should determine a policy on the requirement of the standard 9.9 that the school requires written confirmation of compliance with building control and fire safety regulations.	IYJS	Not met
31	The board of management of THS should arrange for a comprehensive health and safety audit to be carried out that includes an assessment of the potential for self-harm.	Board of Management	Partly met
32	The director of THS should ensure that the health and safety statement is updated so that it identifies who has responsibility for the safety, health and welfare of the young people and staff.	Director	Met
33	The director and board of management of THS, in consultation with the IYJS, should establish a means whereby the offending behaviour programme can be formally evaluated and regularly monitored.	Board of Management, Director, IYJS	Not met

2.2 Practices that met the required standard

2.2.1 Register

The school was required to keep a register consisting of electronically held lists of remands, committals and discharges, and daily reports on occupancy were sent to the IYJS. In the year prior to the inspection there were 21 admissions. The average age on admission was just over 15 years. Nine young people were from Dublin, four from Limerick, two from Cork and the others from six other counties.

2.2.2 Discharges

There had been 19 discharges in the year prior to inspection. The majority of young people had been discharged to their families. Staff from the step-down unit provided outreach and tracked young people who had returned to the community. They carried out exit interviews and reported on their findings.

2.2.3 Children's rights - Complaints

The young people received information on admission about their rights and on how and to whom they should make any complaint. Two parts of the THS handbook for young people described ways make a complaint. They differed in detail, with one indicating that a complaint could be made to the Ombudsman for Children, whose name and telephone number was included. In the 2005 and 2008 inspections inspectors noted that the handbook did not inform young people who are unhappy with the investigation or outcome about the steps they could take. This has now been rectified, and with the deputy director taking up the role of the DCPO appeals against investigation processes or outcomes can be addressed to the director, and thereafter, if the complainant is still dissatisfied, to the board of management.

Inspectors were provided with details of thirteen complaints that were processed in the year prior to the inspection, and one that remained outstanding from the time of the previous inspection. All were dealt with in accordance with the school's procedures. In the four months between January and April 2010 there were no complaints.

2.2.4 Children's rights - Consultation

The standard on consultation was well met. The young people met with their keyworkers each week, and spoke well of them, and there was evidence of opportunities for consultation both about daily life and in preparation for reviews. There were weekly meetings of young people to discuss issues that they wished to bring up. Several of the young people attended all of the care planning meetings but some of them said that they felt that they had a say in them only sometimes. Inspectors suggest that this be addressed by THS in consultation with the young people themselves.

2.2.5 Quality and choice of food

The standard on the quality and choice of food was well met. There was a good choice of nutritious food which was prepared in a central kitchen based in THS and distributed to the residential units, where staff and young people sat down to meals together. There were kitchens on the units with facilities to prepare snacks. Young people's choices were balanced with the need to provide a healthy diet, young people's preferences were canvassed and there was sufficient variety to allow choice.

2.2.6 Absconding

The recommendation of the last inspection, to review the policy on absconding, was met. In this inspection practice in responding to unauthorised absences met the standard. In the year prior to inspection there were three unauthorised absences. One was an absence from a Garda station, and the other two were non-returns from leave. All of them were notified to Gardai, the director, IYJS and parents. One was notified to the probation service. Once Gardai were notified of an absence a follow-up telephone call was made each day.

2.2.7 Religion

The standard on religion was well met. There was a detailed policy statement in place. The school facilitated religious practice through the provision of a chaplain, who was available to the boys throughout the week but also covered the other two schools on campus. The school was aware of the potential to have young people detained in the school whose culture and religion differed from the majority. In the last inspection, inspectors suggested that parents be consulted about the religious upbringing of their child, and that a record of their views be kept, in line with good practice. In this inspection inspectors found that this was routine practice.

2.2.8 Partnership with families

The standard on contact with families was met. Details of contacts were provided to inspectors. Each young person had the opportunity to make phone calls to family and friends daily, and the care staff facilitated visits to and from families. Parents, or in their absence other relatives, were invited to case conferences and care plan reviews. In questionnaires, parents who lived long distances from THS expressed a wish for more visits to their sons. The difficulties in making such visits from long distances are understood, but inspectors were told by the director that the school would facilitate visits whenever possible.

2.2.9 Co-operation with statutory agencies

The standard on co-operation with statutory agencies was well met. THS had good relationships with the IYJS and the courts.

2.2.10 Education

The standard on education was well met. The education facility was under the aegis of the County Dublin VEC, and had its own board of management. A representative of the VEC was on the THS board of management.

At the last inspection, inspectors were told that there were plans to develop opportunities for young people within the school to avail of vocational training through FETAC accredited programmes. This has happened. One young person completed a course in the THS kitchens, and inspectors were told that the Easter and Summer camp activities were also FETAC accredited. The young people interviewed by inspectors understood that this provided them with a good opportunity to achieve a recognised educational level.

2.3 Practices that partly met the required standard

2.3.1 Purpose and function

In the previous inspection inspectors were provided with a copy of a statement of purpose and function. They recommended that it be revised in consultation with the IYJS, reflecting the objectives and values of the Children Act 2001, specifying the terms of the revised certificate, giving greater detail about how the school carries out its key functions, and describing the role of the board of management and its relationship to the IYJS, courts, other detention schools, and the VEC. The section on child protection, already present in the current statement, should state the requirement of *Children First: National Guidelines for the Protection and Welfare of Children, 1999* to refer child protection concerns to the appropriate section of the HSE. At the time of this inspection the revised statement was in draft. Inspectors recommend that it is further revised in light of the changes that have taken place since the last inspection, and that the integration of aspects of the service overall be factored into it.

2.3.2 Young People's and Parents' Handbook

Inspectors were shown the THS boys' and parents' handbook that was produced by a steering committee that included a young person, a parent and a representative of the Irish Association of Young People in Care (IAYPIC). It was clearly written and well illustrated and gave a detailed description of the running of the school. It explained the admission procedure and there was a simple explanation of seven basic rules and a description of the daily timetable. The handbook had detailed information on family visits, and the complaints' procedure. The section on complaints gave details of the name and telephone number of the school's designated child protection officer, to whom complaints could be addressed. At the back of the handbook there were contact details for two external agencies that could be contacted by a young person or his parents if they wished to raise a concern or make a complaint about the school through an external party. The section on young people's rights and responsibilities mentioned the right to be involved in making decisions about their lives, but did not use the term consultation. It did not mention the right to access to information.

There was one short sentence on physical intervention stating: 'if you are not in control and may hurt yourself or staff the adults may intervene to hold you.' There was mention of the 'chill out' room, where a young person may go to have some time alone to think or calm down if upset, but there was no reference to being confined in a room if your behaviour presented a significant risk. Inspectors are of the view that this should be made

clear to young people and their parents at the outset of a period of detention and recommend that the handbook is revised accordingly.

Overall the handbook is of high quality. Inspectors recommend that it be further revised to include the role of the probation service, including its involvement when detention and supervision orders are made,⁸ and a statement on the rights of young people that reflects all the rights in the standards.

2.3.3 Good relationships

The standard on good relationships was partly met. In the last inspection, inspectors found that managers and staff had experienced serious challenges, and that the quality of relationships within the staff group and between staff and young people needed to improve. Generally, the nine young people interviewed by inspectors said that they were well looked after, and could identify individual staff they felt confident talking to. There was evidence that good relationships were built between staff and young people on the units, even those who were there for short periods of time. Inspectors found that in the year since the last inspection the overall quality of the interactions between staff and young people had improved. Young people found shared activities a valuable way to get to know each other and the staff as well as making constructive use of their time in detention.

As in the previous inspection, inspectors were told by staff that morale was low, and there was evidence that the changes that had recently taken place were impacting both on staff who had been in THS originally and on those who had newly arrived from FCAC. Several of the staff interviewed by inspectors expressed concerns about the changes taking place, and described difficulties in communication with managers. There were more changes due to take place. The second phase of the transfer of staff from FCAC will entail a review of roles at director level as well campus-wide movements of staff to ensure that staff are deployed where they are needed.

In the last inspection, inspectors recommended that the board of management arrange for the chair of the board of management and senior managers to receive training in change management as the school has been and would continue to be subject to a series of significant changes, and in the view of inspectors, it was imperative that the long-serving staff group in THS were brought along with the managers and IYJS and included in change processes. In this inspection inspectors found that the recommendation to provide change management training to the senior levels of management was not implemented. It was clear to inspectors that there continued to be a need for appropriate training and a systematic approach to the management of the change in the children' detention schools overall so that managers are equipped and confident in supporting all staff in adjusting to and accepting the necessary changes that are taking place. This is referred to in the section on training below.

2.3.4 Care of young people

In assessing the standard of care of young people, inspectors observed practice during the inspection, examined relevant records, interviewed nine young people and received completed questionnaires from six. They found that the standard on care of young people was mostly met. The young people liked the staff. Most of them identified their keyworkers

⁸ Under Section 151 (5) of the Children Act 2001.

as people they could trust, and whom they met regularly. All those interviewed were positive about their education, and they thought that their families were respected and made welcome in THS. They were unsure of their rights, even though they had been explained to them. Some of them were not confident that the complaints system would work if they were to make a complaint. Those in the newly refurbished unit found that they had greater privacy, particularly because they had en suite bathrooms and did not have to ring a buzzer at night in order to access washrooms. They found that the new unit was more peaceful, and that they had more space in the bedrooms. As in the previous inspection, through observation, inspectors noted in the older unit that the opportunities to afford privacy were restricted by the physical environment and the need to maintain standards of safe care. The young people appreciated all the activities that enabled them to get out of the units. These included football and tennis, and regular use was made of a gym. Two key aspects of care that the young people did not like were: being locked up if they did something 'bold', and not being allowed to smoke. They particularly disliked the room in which they were confined when being singly separated. It was without furniture or natural light, and its general décor was poor. They felt that there should be clearer rules about being locked in a room, and that the period of time spent in isolation should be kept short.

Some of the young people said that they were informed about plans and prepared for case conferences, and were able to take part in meetings held about them, but they did not feel that their views were always given weight. Two were able to confirm that they had an aftercare plan. Those on remand were understandably uncertain about future plans since they expected to be in the school for only a short period, and what happened next was dependent on a court decision.

They valued mobilities, that is, outings from detention whereby young people can go into the community or visit relatives and gradually rehabilitate to having freedom of movement.

A description of the daily routines was provided to inspectors. On a weekday the young people were called at 8.30 a.m., had breakfast between 8.45 and 9.30 a.m. They attended school from 9.30 a.m. to 3.00 p.m. with a break from 12.15 to 1.15 p.m. for lunch. From 3.13 to 5.00 p.m. there was planned work in the unit such as advocacy clinics, counselling, keyworking, and homework clubs. Tea was from 5.00 to 6.00 p.m., and the following two hours were spent in recreational activities such as: gym, football, golf, cricket, athletics, arts and crafts, table tennis, wall tennis, basketball and kite flying. There was half an hour's free time before supper and settle-time which extended from 8.30 to 9.00 p.m. Bedtimes varied depending on the levels achieved in the behaviour management programme. On level three and four it was at 9.30 p.m. After that young people were confined to their bedrooms where they could watch TV up to lights out.

On Wednesday evenings there were young people's meetings. There were also adventure therapy outings – mountaineering, canoeing, and hill walking for example, and offending behaviour and substance misuse programmes in the afternoons and evenings. Some of the young people spoke highly of the offending behaviour programme, saying that it helped them look at their behaviour in a different way. One young person, on the point of leaving THS, said that his family knew something of the work that was being done with him and supported him fully in taking a new direction in his behaviour on his return home. There were also visits from professionals such as the doctor, social worker, probation officer, or

psychiatrist for some young people; and those on home leave at weekends would depart on Friday mornings to travel home. Weekend home leave was more frequent for those who were nearing their release date.

On weekends the young people were called from 10.00 a.m. They had a late breakfast/early lunch after which there were activities. Dinner was at 5.00 p.m., followed by more activities up to 8.00 p.m., and free time from 8.30 to 9.00 p.m. The bedtime routine was the same as for weekdays, but 'lights out' was later. The young people interviewed by inspectors said that they found weekends long and dull with less to do than during the week. They told inspectors that if a young person lost control and required extra staff attention at weekends other activities for the rest of the group would not happen. This was attributed by the young people to there being insufficient staff on duty. The director of the school told inspectors that this was not reflective of practice. However, the view was expressed by several of the young people interviewed, and while it might not fully reflect what happens it has validity as a rightfully expressed view, and the managers of the school need to have discussions with young people in order to assess its basis. Those present in THS over the weekend could either receive visitors or go out on mobilities on Saturday and Sunday afternoons. In the summer months the daily timetable was as for weekends with the addition of a summer activity programme which took place from 3.00 – 8.00 p.m. and included activities in the tuition workshops as well as adventure therapy outings for those eligible for them. Some of the activities were elements of coursework towards FETAC level three awards.

As in the previous inspection, inspectors found that the aspect of detention young people disliked most was separation from family and friends, particularly those from distant parts of the country. They were able to keep in touch by telephone on a daily basis. At the last inspection several young people expressed concerns, and inspectors concurred with them, that they did not have appropriate furnishing in their bedrooms to allow them to store their clothes or put a TV or radio on a secure surface. Inspectors found that this had been remedied temporarily by the provision of a plastic trolley with shelving. This was far from ideal, but it was an improvement, and would be in place only until the works to improve the unit are complete.

2.3.5 Personal choice

The young people could exercise choice about food and clothing, and they were able to personalise their bedrooms, but the lack of suitable furnishings and space in the yet to be refurbished unit made this difficult.

2.3.6 Leisure activities

There were opportunities on the units to engage in indoor pursuits such as computer games. There were two enclosed outdoor spaces and a gymnasium, and the young people said that they enjoyed football in particular, and when the weather was good they also enjoyed tennis. Owing to security risks there was a limit on the numbers of young people who could access open space at one time. At the last inspection, inspectors recommended that the school review practice with a view to increasing young people's opportunities for exercise and access to fresh air. In this inspection inspectors found that this recommendation was well met, and not only the young people but also the staff were engaging in regimes of regular exercise.

In the previous inspection report the school was commended for the adventure therapy programme which gives the young people access to outdoor pursuits. In this inspection, inspectors found that it was well regarded by the young people. Some of its activities included a partnership with a youth group in Limerick which gave vulnerable young people an opportunity to take part in a challenging and enriching experience. The project was presented with a National Award for Services to Children and Young People by the Minister for Children and Youth Affairs in March 2010. The school also had a garden constructed and maintained by staff and young people that was part of its involvement with the Green-Schools initiative. It achieved green flag status during the year prior to the inspection.

In the last inspection, it was recommended that the school should review practice in respect of mobilities and its policy and practice on on-site activities. While there has been considerable improvement several of the young people interviewed by inspectors said that weekends were less well organised than weekdays and there were fewer activities. Some said that the explanation given by staff was that there was not enough money for weekend activities. The director of the school told inspectors that there was always more than enough funding for pre-planned activities at weekends. However, the view was expressed by several of the young people interviewed, and while it might not fully reflect the situation it has validity as a rightfully expressed view, and the managers of the school need to have discussions with young people in order to assess its basis. Inspectors recommend that the director of the school review day-to-day planning and the allocation of resources to ensure that there are sufficient activities available to young people at weekends.

2.3.7 Living skills training

In the previous inspection inspectors noted that the young people received personal and social education delivered by the teachers in school time. They recommended that keyworkers should be more involved in the delivery of programmes dealing with living and social skills. There have been some developments in meeting this recommendation. A life skills pack has been put together and some of the staff have had specific training, but further work is required to ensure the involvement of as many staff as possible. The chef provided specific training opportunities in the kitchen, and the young people generally were learning to cook. In interviews, those who learned to cook were proud of their achievements. The programme of preparation for aftercare has improved, and keyworkers were being challenged to deal with incidents differently and re-evaluate their roles.

The requirement for all staff to provide good example to young people was being promoted by the managers of the school, but inspectors noted that there was a tolerance of bad language. They recommend that managers and staff, in consultation with the young people, review the basic rules outlined in the young people's and parents' handbook, with a view to eradicating the routine use of bad language.

2.3.8 Management of behaviour

In the previous inspection, THS operated a system of points for compliant behaviour called 'levels' by which young people's behaviour was rated on a daily basis, and inspectors were also told that some young people had individual contracts of behaviour, particularly those on committal who were in THS for long sentences. In that inspection it was recommended that the policies and strategies used for the management of behaviour be subject of a radical review, that training and practice guidance be provided to staff to ensure that they are confident in making a distinction between the control of behaviour and the assessment

and management of risk, and that training and guidance in the assessment and management of risk be developed in consultation with the IYJS. Inspectors recommended review of the management of behaviour in order to reduce the dependency on the use of single separation and develop a strategy for managing behaviour based on positive age-appropriate incentives, and relationship building.

In interviews with managers inspectors were given details of the review and of the policy revisions that arose from it. The level system was not operational. Instead there were individual contracts which staff and young people thought better than the levels system. Inspectors found that the incidence of use of single separation had dropped significantly since the past inspection and particularly in the first four months of 2010. However, on occasion it was still being used for the management of behaviour rather than the management of risk, and the young people's accounts of instances where they were locked in rooms indicated that they saw single separation primarily as a punishment. The training of all staff in the IYJS's approved method of crisis management, CPI, included some work on the distinction between the management of behaviour and the management of risk, but at the time of the inspection there was a delay in its implementation, and the distinction had yet to be fully realised in practice.

2.3.9 Use of Physical Restraint

The frequency of use of physical restraint was low. There were nine instances in which physical restraint was used in the year prior to the inspection. One was an incident involving three young people. Since the last inspection the IYJS, in consultation with the schools, adopted a 'bespoke' version of Non-violent Crisis Intervention (NCI), also known as CPI, as the only approved model of intervention to be used in children detention schools.

They provided training to all THS staff, and at the time of the inspection were on the point of commencing implementation of the model. However, through union action the introduction of the new model was on hold, and staff were unsure which method of restraint they would use should they need to intervene physically before the industrial relations problems were resolved. Their regular training in Therapeutic Crisis Intervention (TCI) had lapsed. Inspectors were concerned that this situation was intrinsically unsafe and urged the IYJS and director of the school to resolve it as soon as possible.

2.3.10 Privacy

Inspectors found that there was a basic level of respect for privacy. The young people interviewed and those who completed the questionnaires said that they felt safe in the units; but those on the older unit did not feel that their privacy was respected sufficiently. Care practice was characterised by high levels of supervision arising from an emphasis on security, and inspectors acknowledge young people on remand are often admitted with little information about any risks they may present to themselves or others. The young people in the newly refurbished unit found that their rooms afforded them more privacy, and depending on the level of trust they had achieved, they could go to their bedrooms when they wished. Managers told inspectors that the use of bedrooms for punishment had ceased, but the young people interviewed by inspectors gave accounts of times when they were sent to their rooms as a punishment. As in the previous inspection, inspectors urge managers and staff to ensure that the right to privacy is affirmed and further opportunities for privacy are made available without compromising safety.

2.3.11 *Child Protection*

Inspectors found that the system for dealing with child protection concerns in the school was working well. The school had a policy on child protection, and a new policy on safeguarding was being developed by the IYJS at the time of the inspection. After the last inspection one of the deputy directors was given the role of designated child protection officer (DCPO). In a post held some years ago prior to commencing in THS, he received training in *Children First: National Guidelines for the Protection and Welfare of Children*. However, it was recommended in the previous inspection report that he should receive training in *Children First* in his current role as child protection officer, and that recommendation is reiterated in this inspection. At the time of the last inspection there was an outstanding allegation by a young person regarding the excessive use of force in a physical restraint. Inspectors were given details of child protection concerns and found that this had been investigated and the allegation was validated and a review had been carried out into the serious incident that gave rise to the allegation. The review made several recommendations about changes in practice required in the school, many of which have been implemented. This was investigated internally because it was seen as a complaint in the first place, and was processed under the school's complaints procedure.

Since the last inspection there were two child protection concerns. Both were dealt with internally. Inspectors are of the view that one of them, which stemmed from a complaint made by a young person regarding the actions of a Garda, should have been referred to the HSE. They were told that the director of THS has developed a link with an HSE representative. They were also told that a meeting had taken place between the IYJS, the Department of Health and Children and the HSE about the implementation of *Children First*, and that the IYJS had approached the HSE to source training in *Children First*. A further development discussed with inspectors was a plan to have one standardised procedure for the three schools, and at some point in the future, one DCPO for the campus. Inspectors recommend that the DCPO of THS receives up-to-date training in *Children First* as a matter of priority, and that the changes in procedures necessary to bring practice into line with the national guidelines are expedited.

2.3.12 *Safeguarding*

In the last inspection, inspectors found that there was confusion between complaints, child protection procedures and staff grievances and disciplinary issues and were of the view that this did not support best practice, and was a significant safeguarding concern. They recommended that THS develop a safeguarding policy strongly based in children's rights. A group was put together to develop a policy, and a draft document was distributed for comments. In this inspection they found that a policy has been developed by the IYJS and the three detention schools. However, it requires further refinement by clearly distinguishing between allegations, such as bullying, and complaints such as expressions of dissatisfaction with arrangements for contact with family. There is also a need for clear guidelines in safeguarding to ensure that staff understand that it is about the safety of children and staff, but essentially for the safety of children.

2.3.13 *Children's rights - Access to Records*

The young people's handbook said that they could have access to all information about themselves in accordance with age and level of experience, and that staff would go through the file and daily log on a daily basis and encourage the young person to put their

own comments in it. The daily log format had space for the entry of young people's views. In practice, some young people had not availed of opportunities to access their records.

Questionnaires completed by young people showed that while it may be the case that young people have their rights explained to them at the point of admission, they do not understand them on that basis alone, but because they are regularly exercised. Inspectors found that while there had been some progress in young people's access to information about themselves, more needed to be done to meet the standard. In particular, staff should be equipped to support young people with literacy or learning difficulties to access information about themselves, and there should be evidence on the files to show how this has been done.

2.3.14 Children's rights - Independent advocacy

The standard on independent advocacy was mostly well met, and the director and managers of THS are commended for ensuring that advocacy is available for the young people in the school. After detailed negotiation of a service level agreement, IAYPIC had run a training programme for staff in response to a recommendation of the previous THS inspection report and provided an independent advocacy service through monthly visits to the school. Representatives of the school and IAYPIC were assigned to maintain and strengthen the links between them.

The 2009 inspection report also recommended the development of a policy outlining the objectives and definition of roles for independent advocates. In response to this recommendation IYJS planned to arrange for the appointment of a visiting panel in accordance with the requirement of the Children Act 2001⁹, and entered into discussions with IAYPIC in order to review the agreement made with THS and explore the possibility of a campus-wide advocacy service. It is intended that the policy ensues from these discussions, but it had not been developed at the time of the inspection. Inspectors will assess progress in meeting this part of the recommendation in the follow-up inspection.

2.3.15 Planning and review

In the previous inspection, inspectors recommended that detention school care plans be given a name that differed from the statutory care plans required of the Health Service Executive (HSE) for children in care by Child Care Regulations 1995. In THS this recommendation was partly met. Plans were referred to as placement plans, but inspectors found one file with a 'care plan' dated November 2009.

Five of the young people detained in THS at the time of the inspection were in the care of the HSE. Two of these had statutory care plans, but a copy was on the file of only one of them. One had been subject of detailed assessments by the HSE but the plan that was prepared from them was not on the THS file. Another two files of young people in care gave no sense of HSE involvement. In two cases, there had been no assigned social worker for a considerable time before the young people appeared before the court and were ordered to be detained. In contrast, in one case a review of the statutory care plan was held in THS and chaired by a principal social worker. Three of the files of the young people in HSE care had social histories, but one of them had been prepared for a previous placement and had not been updated to reflect the young person's more recent history.

⁹ Under section 190 of the Children Act 2001

With the closure of FCAC the psychologist, social worker and chair of case conferences all transferred to the Oberstown campus. Inspectors interviewed the psychologist and social worker and found that they had started carrying out remand assessments for the court in the three schools on campus. It is intended that their role in providing assessments of young people on remand will develop. Inspectors interviewed the consultant psychiatrist associated with THS, and found that where necessary he carried out psychiatric assessments soon after each young person was admitted to the school. His role did not include psychiatric treatment.

There is a need for greater co-ordination of the assessment and planning processes in THS and the other detention schools. Inspectors recommend that IYJS determine a policy for the assessment, planning and review processes and that the director of THS ensures that they are implemented in accordance with policy. In developing the policy, IYJS should develop with the HSE a means of ensuring continuity of care planning and review for young people in HSE care whilst in detention.

2.3.16 Partnership with external agencies

For the most part, the school worked well in partnership with external agencies. Two social workers told inspectors that they were satisfied with the quality of care received by young peoples and the quality of communication and notification of significant events. Probation officers named as being involved with two of the young people did not have as much contact with the school.

In the previous inspection inspectors recommended that the IYJS, HSE and probation service enter into discussion about the continuity of support for young people in preparation for and after their leaving the school. At the time of this inspection an initial meeting had been arranged, and there had been no progress in the implementation of the recommendation. Inspectors will assess progress in the follow-up inspection.

2.3.17 Aftercare

Standard 5.17 requires the school to have a policy on aftercare developed with relevant external agencies. There were limits to aftercare provision after a temporary halt to the residential component of the THS step-down unit, but three members of the step-down unit team maintained contact with young people after they left the school. In the last inspection inspectors were concerned that there should be more discussion with external agencies such as the probation service and the HSE to ensure that that young people receive suitable support after discharge from the school. In this inspection inspectors were told that these discussions had not taken place during the intervening period, but an initial meeting was arranged. THS placement plans should include goals for young people after they leave the school. In this inspection, inspectors found that there were aftercare plans for those nearing the end of sentence and programmes of re-introduction to their families and communities were in place.

2.3.18 Evaluation of practice

Inspectors recommended in the previous inspection that the unit managers' role in monitoring care practices should be reviewed and more regular systems of evaluation of routine care be developed and evidenced in the files. In this inspection, inspectors found that there were areas of practice that were subject to detailed evaluation. Managers

reviewed the use of measures of control, and inspectors were told that the deputy directors and unit managers carried out audits of practice including recording, every month. A review of a particular incident revealed lapses in supervision of the young people by staff. The examination of staff supervision records showed that poor practice was challenged when it came to the attention of supervisors.

However, regular monitoring of practice was not evidenced clearly in young people's files. Some of the records of single separation clearly indicated inappropriate reasons for its use but there was no evidence of how such poor practice had been dealt with. Also, there were significant variations in records of young people which a systematic evaluation of practice should have identified. Inspectors are of the view that the recommendation was met in many respects, but further work needs to be done to ensure that the unit manager's role is central in the process and that monitoring is evidenced in young people's files.

2.3.19 Recruitment and deployment of staff

Details of staffing are shown in the chart above. At the time of this inspection the three detention schools on the Oberstown campus were undergoing significant changes in the deployment of staff. On the closure of FCAC seven care staff transferred to THS. At the same time all those staff who had been on temporary contracts were let go to facilitate the deployment of permanent staff. Inspectors were advised that one deputy director and one night duty manager were in acting positions, and there were several posts vacant including care, administration and teaching posts. It would not be appropriate at this stage to complicate the process further by making a recommendation, but progress in meeting this standard will be assessed in the follow-up inspection.

2.3.20 Management

The 2005 inspection report noted that standard 6.1 requires the board of management to carry out frequent visits to the school to satisfy itself that the care of the boys and condition of the school are satisfactory. Inspectors recommended that the board should comply these requirements.

In the last inspection inspectors found that this had not happened. They also found that THS did not have a statement clearly defining the role of the board of management in accordance with standard 6.9. Inspectors recommended that one be prepared that included the lines of accountability of the directors and the board's relationship with the IYJS.

At the time of this inspection neither recommendation had been met. Inspectors reiterate the recommendations and urge the board to give priority to arranging regular visits.

Inspectors also recommended that, as the board of management is accountable for risk and behaviour management practices, a report should be sent to it each month regarding the use of restraint, single separations, personal searches and unauthorised absences. Inspectors found that this recommendation had been met.

2.3.21 Supervision and support

In the previous inspection, inspectors recommend that the IYJS should determine which model of staff supervision is to be used in the detention schools, and a senior manager should monitor practice to ensure that all staff receive supervision consistently. IYJS chose

a model of supervision developed by an expert in the UK and had arranged for a programme of training to be rolled out. However, the plan did not proceed owing to unforeseen circumstances beyond the control of the IYJS. THS meanwhile, continued with its original programme of supervision. The director did not receive supervision herself, but she was supervisor to the two deputy directors and two other people. The deputy directors supervised unit managers and other THS managers. Night supervisors, maintenance personnel, and domestic staff also received supervision.

Inspectors were provided with a list of supervision dates showing that during the year prior to the inspection the frequency of supervision was eight weekly on average. In one unit supervision did not take place for three months because the unit manager was on extended leave. Records of supervision were kept, and inspectors examined a sample of them. For the most part they were of a reasonable standard, though the same issues tended to be raised frequently.

2.3.22 Training

The standard on training was mostly well met. Inspectors were provided with a record of staff training. It showed that 75 staff had received training in child protection, 69 on fire safety, 26 on substance abuse, 17 on self harm (2008), 15 on working with young people who are engaged in sexual behaviour, nine on living skills, and nine on children's rights. All staff had received training in the IYJS approved method of crisis intervention, CPI. Training recommended at the last inspection that was still outstanding included: *Children First* training for the DCPO and unit managers; training in health and safety for the deputy director with responsibility for health and safety, the maintenance officers and health and safety representatives; and training for the board of management, director, deputy directors and unit managers in change management.

Inspectors were concerned to find that, as in the previous inspection, staff morale was generally low. Inspectors view it as a duty of the director and board of management, in consultation with the IYJS, to address this as a matter of priority. Several staff have been employed in the same posts over many years, and now face considerable changes over a brief period. Inspectors recommend training in change management for the chair of the board of management, and senior and middle managers, in order to support the cohesion of the staff group and ensure that the changes are managed well and staff are brought along with them by having a shared understanding of their purpose and an involvement in their implementation.

Inspectors recommend that training in change management and *Children First* be provided as recommended in the previous inspection, and that First Aid and children's rights training be extended to a wider group of staff.

2.3.23 Administration

The standard on administrative records was mostly well met, and inspectors found that practice had improved from the last inspection. There were more records appropriately signed and dated, but some of the foundation documents needed for young people's files were not present in some of them. This was particularly evident in the files of young people who were also in care of the HSE.

Records on significant events should be revised so that the record of notifications is more clearly accessed.

2.3.24 Fire Safety

The deputy director with responsibility for health and safety provided written evidence of his efforts to arrange a visit to the school by a representative of the Fire Authority, as required by the standards. The maintenance officer, who has responsibility for fire safety, prepared a pre-fire planning survey in February 2010.

In the 2005 inspection inspectors recommended that THS looked at the problem of young people having cigarettes or lighters and engaged the young people in reaching an agreement about how the fire risk could be minimised. The outcome was a smoking ban, and a programme was put in place to support staff who wished to quit smoking. In the last inspection inspectors noted that some staff smoked and recommended that the director and board of management encourage staff to quit smoking on the premises so that they may provide a positive example to the young people. In this inspection inspectors were told that the young people did not smoke, and in several of the interviews young people themselves told inspectors that it was the main thing they did not like about being in THS. However, in the inspection of accommodation inspectors found evidence of smoking outside one of the units in an enclosed yard used for recreation.

Although an explanation was given to inspectors that external contractors might be responsible for this, inspectors were concerned that managers and staff seemed unaware of it. Inspectors also found, in examining the records, that one young person had been sanctioned for 'asking staff to light his roll-up'. Inspectors recommend that the systems in place to ensure that the ban is effective are subject of review, and that action is taken when evidence of smoking is found, including cleaning up cigarette debris.

In other respects, the standard on fire safety was mostly met. Between September 2009 and May 2010 there were five fire drills for which reports were maintained. Each report was signed by the co-ordinator on duty at the time of the drill, and countersigned by the fire safety officer. Inspectors were provided with details of fire safety training. In eight sessions during that period 66 staff received training.

In January 2010 the Office of Public Works engaged a fire safety consultant to the schools, in response to the recommendation of the last inspection report. He met with the fire safety officers on January and February 2010 to discuss the formulation of an IYJS fire safety policy. At the time of the inspection a draft of the consultants report had been presented to IYJS.

Inspectors were provided with copies of correspondence from the local county council dated May 2010 indicating that under the Building Control Act 1990 Section 3 (13) 'Building regulations shall apply to buildings belonging to or in the occupation of the State other than buildings which are used as prisons or places of detention.' They also sent details of the Building Control (Amendment) Regulations 1994, Article 4 (b) (i) of which states that the regulations shall not apply to any premises occupied by or under the control of a State authority. This stands in contradiction to the children detention school standards. Inspectors recommend that the IYJS make a determination about the requirement or

otherwise for written confirmation of compliance with building control and fire safety regulations as currently required by the standards.

2.3.25 Health and Safety

Inspectors were provided with an up-to-date health and safety statement, as required by the standards. The statement identified key people with responsibility for health and safety in the school and included relevant sections of the Safety, Health and Welfare Act 2005 outlining employers' and employees' responsibilities. Inspectors recommend that the managers of the school arrange for all staff to read and sign a copy of the statement.

Inspectors were provided with written evidence that claims against the school for personal injury or property damage is dealt with by the National Treasury Management Agency which is known as the State Claims Agency when performing these functions. The State Claims Agency carried out visits to the Oberstown campus to assess health and safety and produce a gap analysis report. At the time of the inspection the draft report was awaited by the school. Inspectors were given an undertaking that a copy of the report would be provided to them.

Inspectors were concerned about the number of injuries to young people and staff. In the year prior to inspection there were 17 injuries. Most of the injuries were attributable to situations in which staff and young people were engaged in everyday activities. Overall it is a significant number, and as a consequence at the time of the inspection several of the injured staff were on extended leave, and some were taking actions for compensation for injury. One of the objectives of the assessment by the States Claims Agency was to make recommendations about how the number of injuries could be reduced.

Some of the injuries to staff were sustained during restraints of young people. Seven of these were injuries to staff sustained when trying to control one young person in two episodes in one week in April 2010. Inspectors were concerned by the staff's account that they had received little information about the young person prior to his admission, and the risks entailed in his being placed at the school had not been communicated to them. Inspectors found that he was in the care of the HSE and that 18 of his placements had broken down owing to the nature of his extremely challenging behaviour.

They also found evidence on the children's files that the courts, probation service and IYJS often had scant information about the background of a young person when court orders for remand were made. An added dimension in the case of the young people in THS at the time of the inspection was that some of them were remanded for charges brought by the staff in residential centres.

Inspectors were provided with written evidence of exemption of the school vehicles from motor tax. The previous inspection report recommended that THS arranges appropriate training for those who have responsibility for health and safety and for the health and safety staff representatives.

Inspectors recommend that the IYJS consult with the HSE in order to develop a method of risk assessment at the point of admission that ensures that information on risk known to other agencies is appropriately and formally communicated to the school without delay.

They also recommend that IYJS reviews the current arrangements for the reporting of injuries.

2.3.26 Health

The standard on health was mostly well met. Young people enjoyed good health and told inspectors that their health needs were met. All the young people in the school were registered with a local GP practice, and practice in relation to having a medical examination carried out at the point of admission for each young person was well met. They had access to dental and ophthalmic assessments and treatment, and there was no delay in accessing appropriate services. Since the closure of FCAC and the transfer of a half nurse's post to the Oberstown campus, the nurses' time available to THS had increased to 16 hours per week.

Inspectors were provided with a detailed medication management protocol for all three detention schools which had been published by the IYJS in December 2009. The changes it introduced involved more rigorous stock control and an integrated system of reporting administration designed to reduce further the potential for error. Inspectors found that there had been a delay in the implementation of the policy owing to union action, and at the time of the inspection the previous system of recording the administration of medication was still in place. Inspectors were of the view that this should be resolved quickly so that the safest system could be operational as soon as possible.

2.3.27 Emotional and Specialist support

In the previous inspection inspectors found that managers and staff in THS had concerns that the mental health needs of the young people were not adequately met. Inspectors recommended that ways of addressing the emotional needs of young people in detention be reviewed by THS in consultation with IYJS. In a record seen by inspectors relating to a child that the visiting psychiatrist asked staff to observe closely there was reference to 'verbals' and the statement 'can be stubborn'. In this inspection inspectors were concerned also that staff did not have a full appreciation of emotional disturbance and mental illness in adolescents. The school accessed the services of a consultant psychiatrist as required for assessments, and some of the young people were referred to privately sourced counsellors, but there was no facility to pursue or review treatment programmes through provision of a specialist service. The school did not access the services of a child and adolescent psychiatrist. Inspectors found that the situation had changed but more needed to be done to meet the young people's needs. With the closure of FCAC the services of the psychologist and social worker who had carried out FCAC remand assessments was available to THS, albeit shared with the other two school on campus. In some individual cases a consultant child and adolescent psychiatrist assessed the young person and prescribed treatment.

Essentially, there is provision of a psychiatric assessment service. However, consideration needs to be given to engaging a child and adolescent psychiatrist. Inspectors also recommend that THS, in consultation with IYJS, provides guidance to staff so that the psychological state of a young person may be better understood.

2.3.28 Offending behaviour programme

Standard 10 requires the school to have individual offending behaviour programmes consistent with each young person's assessed needs. In accordance with the standard, the

school had offending behaviour and 'substance misuse' programmes in place. The programmes were delivered to individual young people according to an assessment of need. Inspectors found records of the sessions on young people's care files. The programmes were supervised by one of the deputy directors. At the time of the inspection delivery of the programmes was interrupted by the extended leave of one of the staff responsible for them.

Young people interviewed by inspectors confirmed that they were receiving advice about the behaviour which resulted in their detention, as well as on other topics such as drug misuse and inappropriate sexual behaviour. However, there is still some work to be done to meet the standard. In the last inspection inspectors recommended that the school establish a means by which the offending behaviour programme could be evaluated and monitored in accordance with the standard. In this inspection inspectors were told by IYJS that with the service located on one site it is planned that there should be one comprehensive programme co-ordinated by one of the directors, and that it would include evaluation and monitoring. Progress in this development will be assessed at the follow-up inspection.

2.3.30 Premises and Safety

The 2005 inspection report described the boys' bedrooms as 'fairly basic being 9.5' x 8' with a bed on a fixed wooden base and a built-in shelf, and that there were no washing or toilet facilities in the rooms.' While the young people were permitted to personalise their rooms, the overall effect of the limits of space and furniture was one of clutter, and they expressed concern that this could present a fire hazard in the event of a fire. In the 2008 inspection inspectors noted that the young people's accommodation had not changed since 2005, and found the general quality of the accommodation unsatisfactory. They noted that the accommodation was small for the size of several of the young people, and this was acknowledged by everybody who spoke about it. The IYJS responded to a recommendation to bring it up to standard by funding an interim programme of refurbishment. In this inspection, inspectors observed that the interim programme of refurbishment put in place by the IYJS was in progress, and they found that the newly refurbished accommodation was to standard and a notable improvement for the young people who live there. However, there were still young people living in sub-standard accommodation, and the standard cannot be met fully until upgrading is complete. Inspectors will continue to assess the accommodation to determine whether the standard has been met in future inspections.

2.4 Practices that did not meet the required standard

2.4.1 Whistle-blowing

THS had a whistle-blowing policy in accordance with the standards. At the last inspection, inspectors recommended its review so that it provided clarity in terms of protected disclosure and would give staff confidence in using it to fulfil its purpose of protecting young people. The review of the policy was to be undertaken by IYJS. Inspectors found that the recommendation had not been met, and it is repeated in this inspection.

2.4.2 Vetting

In the previous inspection inspectors found deficiencies in vetting of staff and recommended that a system be put in place to ensure that all future appointments comply with the requirement for Garda clearance and three satisfactory references prior to the commencement of employment. They also recommended that Garda checks be made for

members of the board of management and others who have access to young people such as counsellors. The IYJS undertook the implementation of this recommendation, and in this inspection inspectors were told that all THS staff and members of the board of management had Garda checks. However, inspectors examined the files of staff recently transferred to THS from FCAC and found that there were three testimonials instead of references on one file, and one testimonial only on another. Copies of Garda checks were not present on some files. Instead, vetting was covered by a letter from the Department of Education and Science in three files, and there was no evidence of references or a covering letter in another.

Inspectors acknowledge that these deficiencies were inherited from another setting. However, they recommend that the director and board of management of THS satisfy themselves completely that all staff and visitors to the school who have regular professional contact with the young people are appropriately vetted.

2.3.29 Single separation

In the last inspection inspectors recommended that the school and board of management should review the use of single separation, reduce its frequency, ensure that in every instance it conforms to standards, and ensure that practice reflects the principles of children's rights.

In THS single separation entailed involuntary time spent away from the group, mostly in a locked room. On the units there were 'protection rooms' used for separation when a young person was at risk of inflicting damage on himself, others or property. The 'protection' rooms were totally enclosed lockable spaces with an adjacent toilet facility.

In this inspection inspectors were told that there had been a marked decrease in the use of single separation, and written details provided to inspectors confirmed this. Between July 2009 and April 2010 single separation had been used 175 times. This represented a significant reduction from the 424 instances in 10 months found in the previous inspection. The majority of episodes, two thirds of the total, took place in the months July to October 2009. In the four months of 2010, from January to the time of the inspection, there had been 28 (16%) instances. The duration of separations varied. The majority, 86 (50%) lasted 15 minutes or less. Sixty-two (35%) were in a range of 16 to 60 minutes, averaging 41 minutes. Twenty-seven (15%) were between one and eight hours averaging 2.8 hours. Approval of a decision to separate a young person rested with the on-call duty manager. In an emergency this was sought after the young person was separated. Separations lasting more than an hour were notified to the deputy director on call. Only 13 incidents in which single separation was used were notified to IYJS. Three lasting more than four hours were among those not notified. There was no system in place for notifying parents, guardians-ad-litem, social workers or solicitors.

In interviewing young people and examining records inspectors found that single separation was still not fully understood as an additional deprivation of liberty for which the school has legal authority only for the management of risk. There were records on files of 'programmes' of one hour in the bedroom, one hour out. These were intended to manage behaviour rather than risk. There were also reports of several 'time outs' for unacceptable behaviour. Such behaviours included spitting, 'bad verbals', 'being dismissive', and refusal to take direction. In the records they examined, inspectors noted that observations during

single separation were mostly in line with procedure, but in one instance observation intervals varied with the longest being 25 minutes. This is unsafe practice which should be dealt with by unit managers and the on-call duty managers as soon as it is known. It indicates that the review of the use of single separation at the time it occurs by the on-call duty managers, as required by policy, needs to be more rigorous. Inspectors found that separation was no longer used for school refusal. IYJS had reviewed the national guidelines issued by the Department of Health and Children to special care units in 2003, but formed a view that aspects of them would be problematic in a detention school. They were developing written guidelines, but had given verbal guidance to the schools that single separation could not be used 'just in case' of potential risk.

Inspectors commend the school's achievement in reducing the use of separation, but in the follow-up inspection will seek evidence that further work is done with individual children to enable them to take control of their day-to-day behaviour through a better understanding of it rather than merely through measures of control. To meet the standard fully the school should cease the use of on-off programmes of separation, and review the routine use of time-outs to ensure that they truly are elective short separations and their use is effective. The school should also develop written notification protocols which allow for longer periods of separation and frequent short separations of the same young person to be formally notified to relevant parties outside the school, including the IYJS.

3. Findings:

1. Purpose and function

Standard

The school has a written statement of purpose and function that accurately describes what the centre sets out to do for young people and the manner in which care is provided, and how this relates to the overall service provided for young people as a whole. The statement is available, accessible and understood. It takes into account relevant legislation, the policies of the Irish Youth Justice Service and other agencies where relevant, and best practice in the care of young people.

	<i>Practice met the required standard</i>	<i>Practice partly met the required standard</i>	<i>Practice did not meet the required standard</i>
Purpose and function		√	

Recommendations:

1. The director and board of management of THS, in consultation with the IYJS, should revise the statement of purpose and function and ensure it reflects the requirements of the standards and changes in the service.
2. The director of THS should revise the young people's and parents' handbook to include details about the right of access to records and the use of single separation.

2. Care of Young People

Standard

Young people are cared for by staff that they can relate to effectively. Day-to-day care is of good quality and provided in a way that takes account of their individual needs without discrimination. The quality of care provided is equivalent of that which would be expected of a good parent/guardian. Young people are rewarded for the achievement of acceptable behaviour and measures of control are expressly designed to help rather than punish the young people.

	<i>Practice met the required standard</i>	<i>Practice partly met the required standard</i>	<i>Practice did not meet the required standard</i>
Good relationships		√	
Personal choice		√	
Religion	√		
Quality and choice of food	√		
Leisure activities		√	
Living skills training		√	
Management of behaviour		√	
Physical restraint		√	
Single separation			√
Absconding		√	
Privacy		√	

Recommendations:

3. The director of THS should further develop the roles of all staff, particularly care staff and keyworkers, in providing living skills training to young people.
4. The director and board of management of THS, in consultation with the IYJS, should:
 - develop further its policy and practice on the management of risk,
 - develop practice that distinguishes between the management of behaviour and management of risk.
5. The director and board of management of THS should:
 - reduce further the use of single separation,
 - ensure that in every instance it conforms to the standards, and
 - ensure that in every instance practice reflects the principles of children’s rights.
6. As recommended in the previous inspection, the IYJS, in consultation with Department of Health and Children and the HSE, should develop common practice guidelines for the use of single separation.
7. The director of THS should review the staffing and organisation of activities at weekends.
8. The director, managers and staff of THS, in consultation with the young people, should review the basic rules outlined in the young people’s and parents’ handbook with a view to eradicating the routine use of bad language.

3. Child Protection

Standard
 Young people in the school are protected from abuse and there are systems in place to ensure such protection. In particular, staff members are aware of an implement practices that are designed to safeguard the young people in their care.

	<i>Practice met the required standard</i>	<i>Practice partly met the required standard</i>	<i>Practice did not meet the required standard</i>
Child protection		√	
Safeguarding		√	
‘Whistle-blowing’			√

Recommendations:

9. The director and board of management of THS, in consultation with the IYJS, should develop protocols with the HSE for notification of child protection concerns, and ensure that all child protection concerns are appropriately notified.
10. The director and board of management of THS, in consultation with the IYJS, should review the safeguarding policy so that clearly distinguishes between allegations of abuse and complaints.
11. The IYJS should develop a whistle-blowing policy in accordance with the standards and ensure that staff have sufficient confidence in it for it to fulfil its purpose of protecting young people.

4. Children's rights

Standard

Young people receive care in a manner that safeguards their rights and actively promotes their welfare. The practices of the centre should promote the additional rights afforded to young people living away from home.

	<i>Practice met the required standard</i>	<i>Practice partly met the required standard</i>	<i>Practice did not meet the required standard</i>
Complaints	√		
Consultation	√		
Independent advocacy		√	
Access to information		√	

Recommendations:

- 12. The IYJS should develop policy and practice and set out clear objectives and definition of roles for independent advocates.
- 13. The director of THS should ensure that young people are aware of their right to access to information and facilitated in the exercise of their right.
- 14. IYJS should arrange for the appointment of a visiting panel in accordance with the Children Act 2001.

5. Planning for children and young people

Standard

The school has a written care plan for each young person entering its care. The plan is developed in consultation with parents/guardians and the young person concerned and is subject of regular review. The plan stresses the need for regular contact with family and prepares the young person for leaving care. The plan promotes the general welfare of the young person including appropriate provision to meet his/her educational, health, emotional and psychological needs. The experience of the young people is enhanced by positive working relationships between professionals.

	<i>Practice met the required standard</i>	<i>Practice partly met the required standard</i>	<i>Practice did not meet the required standard</i>
Admission	√		
Planning and review		√	
Partnership with families	√		
Partnership with external agencies	√		
Discharges	√		
Aftercare		√	

Recommendations:

- 15. The director and board of management of THS, in consultation with the IYJS, should monitor practice in planning and reviews of plans, and establish protocols with the HSE to ensure that care planning for young people in the care of the HSE continues when they are detained in THS.
- 16. The IYJS should expedite implementation of the recommendation of the previous inspection to develop with the HSE and probation service interventions that ensure continuity of support for young people in preparation for leaving detention and aftercare.

6. Staffing and Management

Standard

Staff in the school are organised and managed in a manner designed to deliver the best possible care and protection for young people in an efficient and effective manner.

	<i>Practice met the required standard</i>	<i>Practice partly met the required standard</i>	<i>Practice did not meet the required standard</i>
Evaluation of care practices by managers		√	
Recruitment and deployment of staff		√	
Vetting			√
Supervision and support		√	
Training		√	
Administration		√	
Co-operation with statutory agencies	√		
Utilisation of places	√		

Recommendations:

17. The director of THS should ensure that the monitoring of practice by unit managers is evidenced in the files.
18. The director and the board of management of THS, in consultation with the IYJS, should remedy deficiencies in vetting.
19. As recommended in the previous inspection and in the light of changes in the service, the board of management of THS should produce a statement clearly defining the role of the board, its responsibilities, authority, monitoring function in accordance with standard 6.9, including in the statement the lines of accountability of the directors and the board's relationship with the IYJS.
20. The board of management of THS should give priority to arranging visits to the school in accordance with the recommendations of the previous two inspections.
21. The IYJS should review its policy on supervision, and ensure that it is properly implemented.
22. The director and board of management of THS, in consultation with the IYJS, should prepare a programme of training that includes:
 - training for the chair of the board of management, director, deputy directors and unit managers in change management;
 - up-to-date training in *Children First: Guidelines on the Protection and Welfare of Children* for the DCPO and unit managers;
 - training in health and safety for the deputy director with overall responsibility for health and safety, the health and safety and maintenance officers, and the staff health and safety representatives;
 - training in the rights of children in detention for care staff who have not received it.
23. The director of THS should revise the records for the notification of significant events.

7. Education

Standard

Education is recognised as an important factor in the lives of young people in detention. Each young person has a right to receive an appropriate education, which is actively promoted and supported by those with responsibility for the care of the young person.

	<i>Practice met the required standard</i>	<i>Practice partly met the required standard</i>	<i>Practice did not meet the required standard</i>
Education	√		

8. Health

Standard

Health care is essential in the arrangements for the care of young people. Each young person receives appropriate health care and advice. Healthy lifestyles are promoted.

	<i>Practice met the required standard</i>	<i>Practice partly met the required standard</i>	<i>Practice did not meet the required standard</i>
Health		√	
Emotional and specialist support		√	
Health education	√		
Healthy eating and exercise	√		

Recommendations:

24. The director and board of management of THS, in consultation with the IYJS, should seek a resolution of the industrial action that impedes the implementation of the medication policy.
25. The director and board of management of THS, in consultation with the IYJS, should review practices and the services available for addressing the emotional needs of young people in detention.

9. Premises, Safety and Security

Standard

The school is located in premises that are suitable, safe and secure for the purpose of providing residential care to young people.

	<i>Practice met the required standard</i>	<i>Practice partly met the required standard</i>	<i>Practice did not meet the required standard</i>
Accommodation		√	
Health and Safety		√	
Fire safety		√	
Maintenance and repair		√	
Security	√		

Recommendations:

- 26. The director and board of management of THS, in consultation with the IYJS, should review the school's non-smoking policy.
- 27. The IYJS should determine a policy on the requirement of the standard 9.9 that the school requires written confirmation of compliance with building control and fire safety regulations.

10. Dealing with Offending Behaviour

Standard
Individual offending behaviour programmes consistent with the young person's assessed needs are in place. There are mechanisms in place to develop, monitor and evaluate the effectiveness of offending behaviour programmes.

	<i>Practice met the required standard</i>	<i>Practice partly met the required standard</i>	<i>Practice did not meet the required standard</i>
Individual programmes	√		
Frequent reviews		√	
Evaluation and Monitoring		√	

Recommendation:

- 28. The director and board of management of THS, in consultation with the IYJS, should establish a means whereby the offending behaviour programme can be formally evaluated and regularly monitored.

4. Summary of Recommendations

1. The director and board of management of THS, in consultation with the IYJS, should revise the statement of purpose and function and ensure it reflects the requirements of the standards and changes in the service.
2. The director of THS should revise the young people's and parents' handbook to include details about the right of access to records and the use of single separation.
3. The director of THS should further develop the roles of all staff, particularly care staff and keyworkers, in providing living skills training to young people.
4. The director and board of management of THS, in consultation with the IYJS, should:
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 - develop practice that distinguishes between the management of behaviour and management of risk.
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 - reduce further the use of single separation,
 - ensure that in every instance it conforms to the standards, and
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7. The director of THS should review the staffing and organisation of activities at weekends.
8. The director, managers and staff of THS, in consultation with the young people, should review the basic rules outlined in the young people's and parents' handbook with a view to eradicating the routine use of bad language.
9. The director and board of management of THS, in consultation with the IYJS, should develop protocols with the HSE for notification of child protection concerns, and ensure that all child protection concerns are appropriately notified.
10. The director and board of management of THS, in consultation with the IYJS, should review the safeguarding policy so that clearly distinguishes between allegations of abuse and complaints.
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12. The IYJS should develop policy and practice and set out clear objectives and definition of roles for independent advocates.
13. The director of THS should ensure that young people are aware of their right to access to information and facilitated in the exercise of their right.
14. IYJS should arrange for the appointment of a visiting panel in accordance with the Children Act 2001.

15. The director and board of management of THS, in consultation with the IYJS, should monitor practice in planning and reviews of plans, and establish protocols with the HSE to ensure that care planning for young people in the care of the HSE continues when they are detained in THS.
16. The IYJS should expedite implementation of the recommendation of the previous inspection to develop with the HSE and probation service interventions that ensure continuity of support for young people in preparation for leaving detention and aftercare.
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22. The director and board of management of THS, in consultation with the IYJS, should prepare a programme of training that includes:
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 - training in health and safety for the deputy director with overall responsibility for health and safety, the health and safety and maintenance officers, and the staff health and safety representatives;
 - training in the rights of children in detention for care staff who have not received it.
23. The director of THS should revise the forms for the notification of significant events.
24. The director and board of management of THS, in consultation with the IYJS, should seek a resolution of the industrial action that impedes the implementation of the medication policy.
25. The director and board of management of THS, in consultation with the IYJS, should review practices and the services available for addressing the emotional needs of young people in detention.
26. The director and board of management of THS, in consultation with the IYJS, should review the school's non-smoking policy.
27. The IYJS should determine a policy on the requirement of the standard 9.9 that the school requires written confirmation of compliance with building control and fire safety regulations.

28. The director and board of management of THS, in consultation with the IYJS, should establish a means whereby the offending behaviour programme can be formally evaluated and regularly monitored.