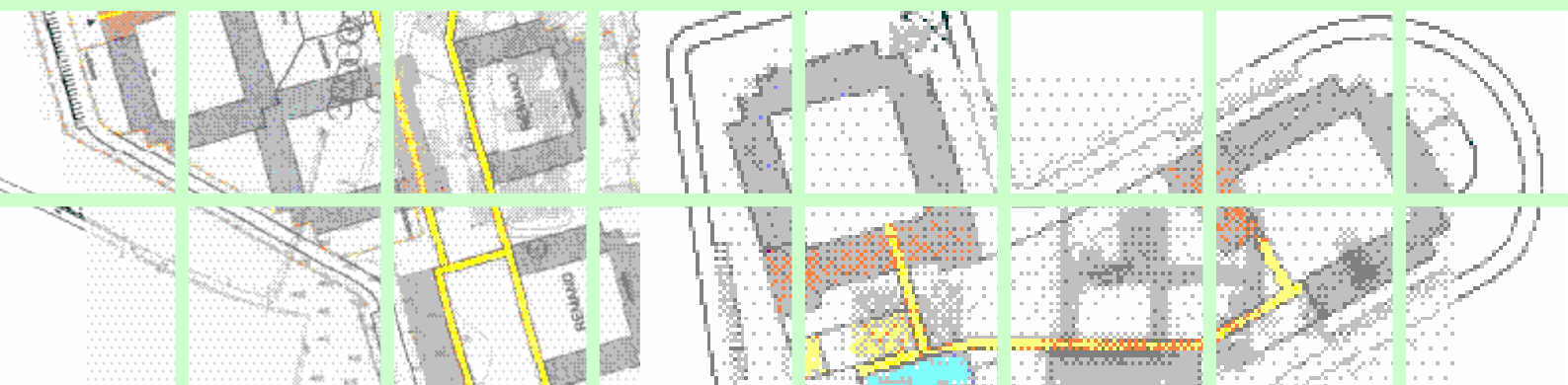


# ***Expert Group on Children Detention Schools***

## **Final Report**

**14<sup>th</sup> December 2007**



# **Expert Group Report**

## Children Detention Schools

14<sup>th</sup> December 2007

# **Contents**

## **Executive Summary**

<b>Section 1 - Background and Context .....</b>	<b>1</b>
<b>Section 2 - Expert Group .....</b>	<b>2</b>
<b>Section 3 - Capacity Planning .....</b>	<b>4</b>
<b>Section 4 - Detention School Options/Design Model.....</b>	<b>10</b>
<b>Section 5 - Appraisal of Options .....</b>	<b>16</b>
<b>Section 6 - Recommendations and Key Discussion Points ....</b>	<b>23</b>
<b>Section 7 - Project Board and Governance Arrangements .....</b>	<b>25</b>
<b>Section 8 - Conclusion and Recommendations .....</b>	<b>27</b>

## **Appendix A**

Membership of the Expert Group on Children Detention Schools

## **Appendix B**

Recommendations from the First Report of the Expert Group

## **Appendix C**

Design of Options

## **Appendix D**

Multi-Criteria Analysis Template

## **Appendix E**

Project Board/Governance

## **Appendix F**

Glossary

## **Appendix G**

References

## **Foreword**

**As Chair, I would like to take this opportunity to thank the members of the Expert Group for their personal commitment and work since the Group was reconvened in June 2007.**

**I also wish to acknowledge the major contribution each member has made in progressing the development of the detention school service. The Irish Youth Justice Service, as the sponsoring agency, is most fortunate to have had access to the wealth of experience and informed advice that members have provided unsparingly over the last number of months.**

**It is as a result of the open and informed dialogue amongst the Group, and the participation of all in necessary decision making, that this Report, and the recommendations contained within, can be presented to the Minister for Children, Mr. Brendan Smith TD, at this time.**

**Mary Geaney  
Chair, Expert Group  
Children Detention Schools**

**December, 2007**

## **Executive Summary**

**The Expert Group is making the following recommendations to the Minister, in relation to the future development of the detention school service.**

### **1. Capacity**

The Expert Group is advising the Minister that the future capacity needs of the detention school service will be 167 bed spaces. The breakdown of capacity equates to 10 places for girls and 157 places for boys.

The Expert Group is further advising the Minister that the capacity study should be repeated annually up until the commencement of the final phase of construction.

### **2. Detention School Options**

The Expert Group considered five different service development options, in line with its original recommendations to the Minister for Children (2006). The Expert Group is now advising the Minister that all developments of the new detention school service should take place on the Obertstown Campus, Lusk.

The Expert Group is also advising that the Irish Youth Justice Service and Project Board give serious consideration to the key discussion points detailed in Section 6 of this Report.

### **3. Finglas Child and Adolescent Centre (FCAC)**

There is a vulnerable group of children with specialist needs within the detention facilities and St. Patrick's Institution. The Expert Group recognises that comments on the needs of this group of children are outside of its direct remit. However, the Expert Group would like to recommend to the Minister that a working group is established in 2008 to consider the needs/services required for this group and a possible future role for the Finglas Child and Adolescent Centre.

### **4. Governance**

The Irish Youth Justice Service (IYJS) will establish and convene a Project Board to ensure good governance and accountability. The Project Board will report to the Department of Justice Equality and Law Reform's Oversight Board chaired by the Minister for Justice, Equality and Law Reform, Mr. Lenihan, T.D

## **Section 1 - Background and Context**

- 1.1 The Children Act 2001, as amended by the Criminal Justice Act 2006, seeks to extend the children detention school model to all children up to the age of 18 years who have been detained by the Courts. The detention school model is one of individualised care, education training and rehabilitation for each child. All programmes and interventions aim to address the risk of re-offending, and to promote the child's positive reintegration back into his/her community.
- 1.2 The Irish Youth Justice Service took over responsibility for detention school services on 1<sup>st</sup> March, 2007. There are currently four detention schools which have been certified by the Minister for Justice, Equality and Law Reform as suitable to detain remanded and committed children.
- 1.3 Remanded children are in the main unconvicted of the offence for which they have been charged, and are awaiting a sentencing decision by the court. Committed children are those where the court has imposed a period of detention, in response to a proven offence.
- 1.4 The four detention schools are: (i) Finglas Child and Adolescent Centre (ii) Oberstown Boy's School (iii) Oberstown Girl's School (iv) Trinity House School. Collectively, these schools have a total certified accommodation capacity for 77 children.
- 1.5 The Oberstown Campus, Lusk consists of Oberstown Boys School, Oberstown Girls School and Trinity House School. Boys aged 10-16 years can be remanded or committed to three facilities i.e. Finglas Child and Adolescent Centre, Oberstown Boy's School, and Trinity House School. Boys aged 16/17 will continue to be remanded or committed to St. Patrick's Institution until new facilities are built and operational.
- 1.6 Oberstown Girl's School has been certified to accommodate a maximum of twelve girls aged up to 18 years. Girls can no longer be detained in prison service establishments since 1<sup>st</sup> March, 2007.
- 1.7 An existing unit on the Oberstown Campus, Lusk was recommissioned / refurbished, and has the capacity to accommodate 6 girls. This unit, Cuan Beag, accommodates girls remanded by the criminal courts, and was officially opened by the Minister for Children, Mr. Brendan Smith, TD on 7th September, 2007. The opening of Cuan Beag did not provide additional accommodation places, but facilitated the transfer of remanded girls to a better and more modern facility.

## **Section 2 - Expert Group**

- 2.1 A cross-departmental Expert Group was set up by the Minister for Children in April 2006. This Group was tasked to initiate and oversee the planning needed to give effect to the extension of the children detention school model to all children detained by the courts, and to advise the Minister accordingly.

### **2.2 Terms of Reference**

The cross-departmental Expert Group was tasked to:

- Conduct the necessary planning and consultation to facilitate the transfer to the Irish Youth Justice Service of responsibility for the detention of children currently detained by the Department of Education and Science, and the Irish Prison Service
- Plan for the necessary redevelopment of existing detention facilities and the development of new facilities, if required, to meet the future residential accommodation requirements of offending children under 18 years, ordered to be detained by the courts

- 2.3 The Expert Group consists of representatives of the Irish Youth Justice Service, Department of Education and Science, Children Detention Schools, Irish Prison Service and the Office of Public Works. Details of the membership are provided in *Appendix A*.
- 2.4 The Group presented its first Report to the then Minister for Children, Mr. Brian Lenihan T.D in December, 2006. A second Interim Report was presented to the Minister for Children, Mr. Brendan Smith, T.D. in September, 2007 updating on how the Group was progressing on its original recommendations.
- 2.5 The Expert Group achieved the first part of its remit as outlined above when responsibility for the detention schools, and for girls aged 16/17 transferred to the Irish Youth Justice Service on 1st March, 2007.
- 2.6 The Chair reconvened the Expert Group in June 2007. The Group has met eight times between June and December 2007 to review and progress its original recommendations to the Minister for Children (refer to *Appendix B*).
- 2.7 Subgroups of the Expert Group have also met on several occasions, in between the formal meetings to progress work necessary to inform the Final Report.
- 2.8 Members of the Expert Group have visited a range of juvenile facilities in this jurisdiction, Northern Ireland and Scotland. The facilities which were visited straddle both the care and justice sectors. The purpose of these visits was to ensure the Expert Group was familiar with the most modern building designs

which would ensure a safe and secure environment for children remanded and committed by the courts.

- 2.9 These visits formed part of the appraisal procedure, and contributed to the development of the estimated capital costs. The visits enabled informed discussions on building design to ensure appropriate advice to the Minister.
- 2.10 The facilities which have been visited and the date of their building completion, are listed below:
- St. Mary's Kenmure, Glasgow [1997]
  - Ballydowd Special Care Unit, Dublin [2000]
  - Crannog Nua, High Support Unit, Dublin [2002]
  - Cuan Beag, Oberstown Campus, Dublin [2002]
  - Good Shepherd, Glasgow [2006]
  - St. Philip's, Airdrie, Scotland [2007]
  - Woodlands Juvenile Justice Centre, Bangor, Co. Down [2007]
- 2.11 The design model favoured by the Expert Group as the basic developmental design model is Woodlands Juvenile Justice Centre, Bangor, Co. Down [formerly known as Rathgael]. This is reflective of the fact that it is the newest and most modern build in the UK and Ireland. This facility provides evidence of design progression across the six secure children's facilities over a ten year period.
- 2.12 The Expert Group has received submissions from:
- Finglas Child and Adolescent Centre Board of Management, Management, Staff & Unions
  - IMPACT
  - Local Residents, Lusk
  - Oberstown Campus, Board of Management

The submissions were circulated to all members of the Expert Group for consideration, and their content used to inform discussion, decision making and recommendations.

- 2.13 This Report is intended to advise the Minister on:
- future capacity needs of the detention school service to achieve the policy objective of bringing 16/17 year olds remanded or committed by the criminal courts into a child care focused model of detention.
  - the most effective and efficient development arrangement of the future detention school service.



## **Section 3 - Capacity Planning**

The Expert Group will make recommendations in respect of capacity once it is in a position to assess the impact of the introduction of community sanctions.

(Recommendation 4.3, 2006)

### **3.1 Background**

An outline of projected capacity demand, based on existing sentencing trends and occupancy rates over a four year period, was presented to the Expert Group in July 2007. At the Expert Group's request the Irish Youth Justice Service (IYJS) undertook a more comprehensive study to:

- inform the planning on the future demand for detention school capacity i.e. to ensure sufficient bed spaces for the existing detention school population and the future juvenile population currently accommodated in St. Patrick's Institution;
- provide evidence of the Expert Group's thinking around capacity demands, thereby supporting their Final Report and recommendations to the Minister in December 2007;
- ensure appropriate evidence in relation to capacity planning, which formed part of the financial information in the Full Business Case (Department of Finance "*Guidelines for the Appraisal and Management of Capital Expenditure Proposals in the Public Sector*", 2005 )

### **3.2 Methodology**

In an effort to determine likely future capacity demand, the IYJS examined detention and custodial sentencing trends across the Children Detention Schools (CDS) and St. Patrick's Institution between 2002 – 2006. The analysis provided information on the number of beds required by the criminal courts during this period of time.

- 3.3 The IYJS also examined data sets from the Garda Síochána, the National Juvenile Office, Courts Service, Young People's Probation Division and the Children Acts Advisory Board (formerly the Special Residential Services Board) to ensure as comprehensive an analysis of capacity demand as possible.
- 3.4 All of this data was cross referenced with the Central Statistics Office general population projections for the under 18 age group, to estimate future capacity requirements.

### **3.5 Assumptions**

The report presented to the Expert Group highlighted a number of assumptions underlying the projected future demand, including:

- The policy and legal environment for youth justice will continue to be underpinned by principles of diversion, restorative justice, and detention as a last resort
- The number of children being referred for prosecution is likely to remain static or decrease as evidenced by historical trends between 1991 and 2005 (Walsh, 2005)
- The average sentence length for children will decrease as mandatory 1 or 2 year orders for under 16 year olds are no longer available and other mandatory sentences, e.g. firearms offences, are not applicable to under 18 year olds
- The Probation Service, with its increase in resources, will have sufficient capacity to deliver the full range of community sanctions to Courts nationally;
- Courts' use of detention will remain consistent with recent trends

3.6 The report also notes that there are significant data gaps in the youth justice sector as commented on in the Review of Youth Justice (2005). Furthermore, there is a dearth of statistical data taken at regular time intervals which reduces the ability to compare trends in a comprehensive manner. The Expert Group acknowledges that this lack of readily available time series data has posed challenges in deriving an estimate for the future demand for detention places.

3.7 At the time of compiling this report, the IYJS advised the Expert Group that it was not possible to quantify the potential impact on recidivism of current programmes delivered in the children detention schools. Similarly, it was not possible to comment on the impact of the new community sanctions on the use of detention by the Courts, introduced in March 2007

The capacity study report examined data from the sources identified below.

### **3.8 Central Statistics Office**

Census population figures, 2006, for the under 18 year old age group was considered, in conjunction with figures of maximum demand for detention places since 2004.

3.9 A gender breakdown of the same figures indicated that demand for male detention places accounted for approx 0.06% of the national male population under 18 years; and approx 0.006% for females under 18 years. These percentage figures were then considered against a series of population projections produced by the Central Statistic Office to forecast population growth to 2031, thereby estimating the likely future demand for detention places up until 2031. The outcome of this exercise is indicated in Table 1 below.

**Table 1**

		<b>Census 2006</b>	<b>2018 CSO High Projection</b>	<b>2025 CSO High Projection</b>	<b>2031 CSO High Projection</b>
All	10 -18	445,457	507,000	523,000	497,000
Males	10-18	228,433	261,000	269,000	255,000
<b>Demand Estimate Males</b>		<b>0.06%</b>	<b>157</b>	<b>162</b>	<b>154</b>
Females	10-18	217,024	246,000	254,000	242,000
<b>Demand Estimate Females</b>		<b>0.006%</b>	<b>15</b>	<b>15</b>	<b>15</b>
<b>Total Males and Females</b>			<b>172</b>	<b>177</b>	<b>169</b>

As the Expert Group we initially requested projection data for 10 years up until 2018, and then sought additional data projections for 2025 and 2031. Table 1 indicates a likely increase in demand in 2025, with a subsequent reduction by 2031.

### 3.10 Referrals to the National Juvenile Office (NJO)

Data from the NJO indicated that although there has been an increase in the number of juvenile referrals to the National Juvenile Office, the number of those referrals then being moved to prosecution has remained stable over the period 2000 – 2005 (Annual Reports of the Committee Appointed to Monitor the Effectiveness of the Diversion Programme, 2003, 2004, 2005).

- 3.11 Gender disaggregation for 2004 and 2005 indicates that 80% of referrals were for males and 20% for females. The data also indicated that approx 52% of all referrals to the National Juvenile Office are for 16 and 17 year olds, while 15 year olds account for approx 20% of referrals. These numbers have remained unchanged over recent years. Some of the data examined is presented in Table 2 below.

**Table 2**

<b>Year</b>	<b>Total persons referred to NJO</b>	<b>Cases moved to prosecution</b>	<b>% Age breakdown of referrals</b>
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		<b>As % of population</b>		<b>As % of population</b>	<b>14 and under</b>	<b>15 years</b>	<b>16-17 years</b>
<b>2000</b>	12,931	2.64	2,756	0.56	N/K	N/K	N/K
<b>2001</b>	16,487	3.43	3,673	0.77	N/K	N/K	N/K
<b>2002</b>	17,493	3.71	3,307	0.70	N/K	N/K	N/K
<b>2003</b>	17,043	3.68	2,857	0.62	30%	20%	50%
<b>2004</b>	17,656	3.87	2,718	0.60	28%	19%	52%
<b>2005</b>	17,567	3.90	2,513	0.56	28%	20%	52%
<b>2006</b>	20,016	4.49	N/K	N/K	N/K	N/K	N/K

3.12 Data from the National Juvenile Office (2000-2006) also suggests that theft, alcohol related offences and criminal damage remain the most common offence types committed by children referred to them. The data shows an increase in 2006 of other traffic offences but a small decrease in the number of drug and assault offences referred.

3.13 The National Juvenile Office data suggests they deal with a consistent juvenile population, who commit offences of similar type and gravity. The stability of numbers referred for prosecution, and consistency in offence type/gravity would appear to suggest that there is little potential for significant change in the number of children being prosecuted.

### **3.14 Court Disposals**

Data from Court Service Annual Reports (2004, 2005, 2006) indicate that the proportion of children given detention as an outcome by the Courts has not shown any increase since 2004. If it is assumed that there is no underlying change to the pattern of offence types / gravity or numbers referred for prosecution, then the proportion of children given detention orders should continue at the same level.

**Table 3**

	<b>2004 *</b>	<b>2005</b>	<b>2006</b>
Detention as a % of total cases	18%	18%	16.7%

*\*Dublin Metropolitan Court only*

### **3.15 Detention trends and statistics**

Summary charges represent the largest proportion of offences committed by juveniles under the age of 18 years. Summary charges are dealt with at District Court level and the Children Act, 2001 also allows for indictable offences committed by children to be disposed of at District Court level.

3.16 The period since 2004 has evidenced a downward trend in the number of children being detained at any one time. The average number detained fell from 134 in 2004 to 116 in 2007. The maximum of 154 children detained in 2004 has not been exceeded since. Table 4 indicates the maximum, minimum and average numbers in detention since 2004 across both the children detention schools and the Irish Prison Service, mainly St. Patrick's Institution.

**Table 4**

	<b>CDS and IPS maximum</b>	<b>CDS and IPS minimum</b>	<b>CDS and IPS average</b>
2004	154	120	134
2005	132	92	114
2006	142	87	119
2007 end Sept	135	96	117

On average, approximately 30% of all children detained in both the children detention schools and St. Patrick's Institution are on remand.

### 3.17 Conclusion

The capacity study has used a number of methods to estimate the likely future demand for detention places:

<b>Method</b>	<b>Highest estimated demand</b>
<b>1.</b> Maximum demand 2004 to 2007	154 places
<b>2.</b> Comparison of previous demand of 0.03% of 10-17 year old population with population projections for 2018 produced by the Central Statistics Office	152 beds
<b>3.</b> As at 2 but broken down by gender as 0.06% of population of males and 0.006% of population of females	15 female + 157 male = 172 places
<b>4.</b> As at 3 but compared with population projections for period to 2031	15 female + 162 males = 177 places

3.18 The Expert Group is of the opinion that the data projections given at Method 3 above, provides the most reasonable overall estimate of demand. Ten year projections are likely to be more robust with less likelihood of large variations than a longer time span. The Expert Group is of the opinion that planning for 157 detention places for boys under the age of 18 years will provide sufficient bed space.

3.19 However, the Expert Group is of the opinion that the estimated demand for 15 places for girls under the age of 18 years is too high based on trends over the period since 2004. There has been a downward trend in the number of females being detained by the Courts, with numbers ranging from 1-8 in 2007. Based on these trends, the Expert Group is of the opinion that a more realistic demand for female detention beds is 10. The Expert Group is of the opinion that it will be possible to manage any fluctuations in the female population within the step-down units, and through other community based policy initiatives.

3.20 This total estimate of 167 is balanced against the Government's commitment of detention being a last resort for children, an increase in diversion programmes and a broader range of community sanctions. It also takes into account the availability of additional places in the detention schools' step-down facilities which will enable flexibility in managing any increase in bed demand.

## **Recommendations**

- 3.21 The Expert Group is advising the Minister that the future number of beds required within the detention facilities is 167 places. This figure can be further broken down into 10 detention places for girls, and 157 places for boys under the age of 18 years. This recommended figure takes into account the data examined in the study, balanced against the assumptions and limitations identified.
- 3.22 The Expert Group is also advising the Minister that this study should be repeated annually up until the final phase of construction commences. On-going trend analysis will provide added robustness to this data and will identify any noticeable fluctuations at an early stage.

## **Section 4 - Detention School Options/Design Model**

### **4.1 Introduction**

The Expert Group was tasked with advising the Minister for Children, on planning for the necessary redevelopment of existing detention facilities and the development of new facilities, if required, to meet the future residential accommodation requirements of remanded and committed children under 18 years.

- 4.2 As the Expert Group, we examined our original recommendations presented to the Minister for Children in 2006. We then developed the detail of a set of five alternative options for comparative purposes. These five options were specifically selected to:
- capture all realistic alternative arrangements of facilities within the existing Lusk and Finglas sites, and a potential new site
  - build on the original recommendations in our First Report in 2006.
- 4.3 As detailed in Section 2, the design model favoured by the Expert Group for development purposes, is Woodlands Juvenile Justice Centre, Bangor, Co. Down. This is reflective of the fact that the facility provides evidence of the most modern design for children remanded or committed across the UK and Ireland. The design has successfully integrated key issues related to safety and security while simultaneously providing a broad range of facilities. Safety and security are key principles which will underpin all developments and service delivery across the new detention school service. Both are inextricably intertwined.
- 4.4 The design in Woodlands Centre provides clear evidence of how a building can integrate and support both security and safety issues. Security operates both physically and operationally i.e. through the architectural design of buildings, the use of technology and staff skills.
- 4.5 The buildings have high ceilings, wide corridors, with a lot of light to reduce the image/feel of an institution. This is of particular importance if all detention facilities are developed on one campus. The wide corridors support behaviour management activities and reduce the risk of injuries to staff and children. The walls of the living units and recreational units provide part of the security of each unit and of the overall centre.
- 4.6 The roof design consists of rounded overhanging eaves which reduces the risk of children gaining external access onto the roof.
- 4.7 All building services are located within the roof space of each unit, and access to the roof space is controlled. This is an important safety and security feature for children, staff and visitors as it allows ease of maintenance, prevents disruption to services delivered to children, and reduces the risk of work tools being left lying around the residential unit. It is worthy of note that Cuan

Beag, Oberstown Campus, Lusk already has this safety design feature which Woodlands acknowledge they emulated.

- 4.8 Each bedroom is of good proportion, and has integral sanitation.
- 4.9 Effective use is made of technology around electrical lighting and water services controls to prevent and/or manage difficult and potentially challenging incidents and behaviour. The robustness and layout of the building supports the staff in dealing with potential incidents of damage or violence.
- 4.10 There are appropriate recreational facilities which can also support education, training and accreditation processes.
- 4.11 The classrooms and workshop are of particular interest as they are spacious and well laid out.
- 4.12 There is a range of case conferencing facilities, music rooms, library facilities and a faith centre to accommodate the needs of a diverse multi-faith group.
- 4.13 There are medical and dental treatment rooms in the facility which ensure speedy provision of care, while simultaneously reducing potential absconding risks if children had to leave the centre for treatment.
- 4.14 Modern technology is utilised throughout to ensure safety of staff, children and all visitors to the facilities e.g. CCTV ensures controlled and recorded access to buildings.
- 4.15 Video-conferencing is used to support the court in its sentencing decision making processes. Again this reduces disruption to the child's day, reduces the risk of absconding and supports due process. It also reduces the cost of escorting children to court and ensures staff are on site rather than away from the facility.
- 4.16 Video-conferencing can also be used to support children maintaining contact with their families/carers, as well as arranging services for release back into the community. It can also be used to support contribution/participation at multi-disciplinary case conferences.
- 4.17 There is accommodation which enables families/carers/significant others to stay overnight either due to travel distance or programmes of intervention which are being delivered.
- 4.18 There is a range of facilities for staff e.g. appropriate office space, meeting rooms, secure lockers, parking space and a canteen for meals. Staff can use all recreational facilities at the centre.
- 4.19 A continuum of security for visits is in place. For example, some visiting rooms have one way mirrors and cameras. This facilitates the management of low to high risk situations e.g. prevent contraband being brought into the facilities.



- 4.20 The Expert Group is not suggesting that the favoured model should be automatically transposed and replicated in the State. The Group would like to suggest that the design should be further refined, enhanced and developed to meet the needs of remanded and committed children in this jurisdiction. For example, members of the Expert Group considered the height of the workshop was too low, and should be two storeys in height.
- 4.21 It is important that the appointed design team works closely with all key stakeholders who work and reside in the detention schools and St. Patrick's Institution, to develop the most appropriate building design.
- 4.22 Details of the five options, cross-referenced with the original recommendations in our First Report (2006) are provided below. Architectural scoping studies and drawings were developed by contracted professionals to investigate and illustrate potential site layouts and buildings under the alternative options. These site illustrations were also used to provide the core basis for estimating their capital costs, which have been prepared by consultant quantity surveyors for the Irish Youth Justice Service.
- 4.23 It is important to remember that the attached designs (refer to *Appendix C*) are conceptual and theoretical in nature, and not the final design of the new detention facilities.

#### **4.24 Option 1 - Do Nothing**

Option 1 involves maintaining the existing buildings on both Oberstown Campus and Finglas sites without undertaking any significant upgrading or refurbishment. Maintenance was taken to mean patching up and replacing items as the need arose. The total accommodation available under this option would remain at 77 beds. This option would not allow for the development of any new facilities and therefore would not enable the transfer of responsibility for accommodating 16/17 year old boys from St. Patrick's Institution. In brief, this option would not meet the policy objectives enshrined in legislation. This option is included as a means of benchmarking and appraising all other options.

#### **4.25 Option 2 - Minor improvements to Finglas & Lusk, and a New Unit for 16-17 year olds at Lusk**

Minor improvements were taken to mean a level of upgrading or refurbishment which could be carried out within the structure of the existing buildings e.g. in-room sanitation, upgrading of electrical wiring etc. A new unit would be developed on Oberstown Campus to provide accommodation for approx 80 16/17 year old boys. Finglas Child and Adolescent Centre, Trinity House School, Oberstown Boy's School and Oberstown Girl's School would most likely continue to operate at current capacity.

### **Expert Group Recommendations (2006)**

- The facilities at the site in Lusk, comprising Trinity House, Oberstown Boys and Oberstown Girls Schools, should be redeveloped as a National Centre for Children Detention Schools with facilities for children aged up to 18 years.

(Recommendation 4.3, 2006)

- Consideration should be given to the physical separation of the functions of remand and assessment from the functions relating to committals, either within the same site or at different geographic locations.

(Recommendation 4.4, 2006)

#### **4.26 Option 3 - Major improvements to Lusk and Finglas Facilities**

This option involves the development of new detention facilities at the Finglas site to create a dedicated remand unit for approx 48 children and the demolition of the existing buildings. It also involves replacing the existing buildings at Oberstown Boy's School and the long term unit of Oberstown Girl's School with new build, and building a new unit to provide accommodation for approx 80 16/17 year old boys. Trinity House School and Cuan Beag would continue to operate for the foreseeable future. In total, approx 120 children would be accommodated on the Oberstown site.

### **Expert Group Recommendations (2006)**

- The facilities at the site in Lusk, comprising Trinity House, Oberstown Boys and Oberstown Girls Schools, should be redeveloped as a National Centre for Children Detention Schools with facilities for children aged up to 18 years.

(Recommendation 4.3, 2006)

- Consideration should be given to the physical separation of the functions of remand and assessment from the functions relating to committals, either within the same site or at different geographic locations.

(Recommendation 4.4, 2006)

- An assessment should be made of the potential for redeveloping Finglas Child and Adolescent Centre (FCAC) as a dedicated remand and assessment centre.

(Recommendation 4.9, 2006)

#### **4.27 Option 4 - Major improvements to Lusk facilities only**

This option involves the development of all new facilities on the Oberstown site to replace Oberstown Boy's School, the long term unit of Oberstown Girl's School, Finglas Child and Adolescent Centre, and new facilities to accommodate 16/17 year old boys. All accommodation would be provided on Oberstown site, approximately 144 new build places plus the continued operation of Trinity House School and Cuan Beag to provide a total of 167 detention places. Issues related to any possible impact of mixing remanded and committed children on one site, would be addressed through appropriate design features.

#### **Expert Group Recommendations (2006)**

- The facilities at the site in Lusk, comprising Trinity House, Oberstown Boys and Oberstown Girls Schools, should be redeveloped as a National Centre for Children Detention Schools with facilities for children aged up to 18 years.  
(Recommendation 4.3, 2006)
- Consideration should be given to the physical separation of the functions of remand and assessment from the functions relating to committals, either within the same site or at different geographic locations  
(Recommendation 4.4, 2006)
- The redevelopment at Lusk should aim to create a unified campus model based on residential units and shared facilities which support an appropriate regime and ethos. (4.9)  
(Recommendation 4.9, 2006)

#### **4.28 Option 5 - Major improvements to Lusk & new Regional Facility**

A new unit would be developed at a regional location (a site was not actually identified, but would most likely be in the south / southwest of the country) to accommodate up to approx 50 children. New units would be developed on the Oberstown site to replace Oberstown Boy's School, the long term unit of Oberstown Girl's School and Finglas Child and Adolescent Centre. New facilities would also provide accommodation for 16/17 year old boys currently accommodated in St. Patrick's Institution. In total, approx 120 children would be accommodated on the Oberstown site. Services for both remanded and committed children would be provided on both the regional and Lusk sites. Issues related to any possible impact of mixing remanded and committed children on one site, would be addressed through appropriate design features.

### **Expert Group Recommendations (2006)**

- The facilities at the site in Lusk, comprising Trinity House, Oberstown Boys and Oberstown Girls Schools, should be redeveloped as a National Centre for Children Detention Schools with facilities for children aged up to 18 years.  
(Recommendation 4.3, 2006)
- The provision of a children detention school in another region of the country should be considered if, in the future, there is an identified need for such a facility.  
(Recommendation 4.8, 2006)
- The redevelopment at Lusk should aim to create a unified campus model based on residential units and shared facilities which support an appropriate regime and ethos.  
(Recommendation 4.9, 2006)

## **Section 5 - Appraisal of Options**

### **5.1 Introduction**

As stated in Section 1, the Children Act 2001, as amended, seeks to extend the children detention school model to all children up to the age of 18 years who have been detained by the Courts. This policy objective cannot be fully achieved until there are new facilities under the responsibility of the Irish Youth Justice Service which can accommodate 16/17 year old boys, who are currently placed in St. Patrick's Institution.

- 5.2 The capital development of the detention school service forms part of the Programme for Government. The Government as the sanctioning authority has identified an indicative allocation of €143m in the National Development Plan, 2007-2013.
- 5.3 The Department of Finance "*Guidelines for the Appraisal and Management of Capital Expenditure Proposals in the Public Sector*" (2005) require a detailed appraisal of all large capital development projects. This appraisal must consider if the proposed project is (i) consistent with programme and policy objectives, and (ii) will provide value for money.
- 5.4 The Irish Youth Justice Service (IYJS) is the sponsoring agency for the future capital development of the detention schools. As sponsoring agency the Irish Youth Justice Service was responsible for ensuring the appraisal was carried out on an objective basis, and not as a case making exercise.
- 5.5 In meeting this responsibility, and to support the work of the Expert Group, the Irish Youth Justice Service commissioned an independent appraisal consultant who facilitated the detailed appraisal of the proposed project. The consultant applied two main methodologies to complete the business case i.e. (i) a multi-criteria analysis (ii) cost benefit analysis. Both the multi-criteria analysis and cost benefit analysis techniques were applied to the five different detention school options, as outlined in Section 4.
- 5.6 Again, in line with requirements in the "*Guidelines for the Appraisal and Management of Capital Expenditure Proposals in the Public Sector*" (2005) advice was sought from the National Development Finance Agency (NDFA) on the optimum means of financing the cost of this project as its value is above €20m. It was suggested that we await the Government's decision before progressing discussions further.

### **5.7 Policy Objectives**

The key policy objectives for the development of new detention school facilities are:

- provide modern, safe, secure and purpose-built accommodation for remanded and committed children aged up to 18 yrs;
- ensure these facilities are accessible to the courts, users and the general population;
- provide for the full range of services required, including accommodation, living, dining, education, recreation, healthcare, visiting, staff, administration, worship and all ancillary requirements;
- provide accommodation and facilities that allow for the effective segregation and delineation of children into small self-contained groups, distinguishable on grounds of age, gender, sentence, risk level, stage of custody or other criteria;
- provide facilities that comply with all relevant health and safety requirements, including general regulations as well as requirements specific to detention facilities;
- provide for a functional layout of facilities that allows appropriate circulation, access, egress, and proximity among, across and between different user groups and categories;
- provide modern, sufficient and purpose-built facilities for all staff and visitors;
- provide facilities that are adaptable to changing and evolving needs;
- provide facilities that maximise the scope for future expansion and/or extension within a functional layout; and
- provide facilities that maximise the scope for shared service provision and overall operational efficiency
- provide facilities that comply with all national and international standards

5.8 The IYJS on behalf of the Expert Group, commissioned an architect to design optimal site layouts for Options 2, 3, 4, and 5. Site designs already exist for Option 1 i.e. current sites. Site design modelling was an essential ingredient of the appraisal process, to enable site evaluation for capacity of different combinations of facilities on the existing and/or future site(s). The design options clearly evidence that there is sufficient land to cater for the future capacity requirements of the projected population of 167 young people.

5.9 Professional advice was provided to the Expert Group on the most appropriate phasing requirements of each of the options, given the necessity to keep

facilities operational during any construction works. The level, breakdown and timing of total capital costs for all options were provided.

- 5.10 Professional advice was provided to the Expert Group by consultant quantity surveyors on the estimates of the capital costs of each of the alternative options. This enabled a cost modelling exercise which provided estimates of professional design fees, site preparation costs, demolition costs, build costs, fit-out costs, contingency, VAT, and any other development costs. The inflation costs associated with a phased project were also factored into the overall analysis.
- 5.11 Professional advice was provided to the Expert Group by the Office of Public Works [OPW] on the market values of existing sites and the potential cost of acquiring a new site under Option 5. Additional advice was provided on:
- the current condition, fitness for purpose and future potential useful lifespan of all existing facilities at the Finglas and Oberstown sites
  - the level and breakdown of costs on Options 2,3,4 and 5, for any remedial works required to bring existing facilities to an acceptable standard, for their existing capacities only
  - development constraints facing each option at the existing Finglas and Oberstown sites, especially with respect to air/noise, planning, electricity and gas services, water sanitation and drainage, road access & transportation and solid waste management
- 5.12 When all of the above cost factors were considered in depth for each option, the development of all facilities on the Oberstown Campus, Lusk was the option which evidenced the potential to provide the best value for money.
- 5.13 It is important to note that these costs are indicative, and will be revised when a decision is taken on the final development of the detention schools service. As costs are subject to change, they are not included in this Report. There is also potential commercial sensitivity in advance of a formal tendering process.

### **Cost Benefit Analysis (CBA)**

- 5.14 The application of cost-benefit analysis techniques in the evaluation and appraisal of policies and programmes in the justice sector is at an early stage of development both internationally and in Ireland. The cost benefit analysis provides information on the potential return on investment to the State if it invests in the development of new detention school facilities. This links in with the requirement to evidence best value for money.
- 5.15 Most of the literature on the costs and benefits of anti-crime policies and programmes, begins with the theoretical premise that crime imposes both direct and indirect costs on individuals and society in general. Consequently its prevention will give rise to benefits by way of the future avoidance of those costs.

- 5.16 The approach adopted for current purposes was to compare the direct capital and operating costs of the provision of detention services with the potential benefits of their provision in terms of crimes avoided, and the education and welfare benefits to which their provision might reasonably be expected to give rise. This approach was applied to each of the five options outlined in Section 4.
- 5.17 In the absence of Irish data, U.S and UK data on the costs of crime were used. Adjustments were made to reflect Irish prices and currency. Assumptions were made in relation to the extent and type of offences committed by detained children, as well as the extent of post-release recidivism amongst them. These assumptions were informed by findings in the Children's Court Study (2004).

Analysis of the costs and potential benefits was carried out against each option. Option 4, i.e. the development of all facilities on the Oberstown Campus, Lusk was the option which evidenced the potential to provide the greatest return to the State for its investment in new detention school facilities.

- 5.18 The detailed findings of the cost benefit analysis are not included in this Report. This relates to the fact that they are speculative in nature, and based on capital cost which are indicative and subject to change. Again the principle of commercial sensitivity in advance of a formal tendering process applies.

#### **5.19 Value for Money**

Option 4 is estimated to involve the lowest level of capital investment across the three substantive options (Options 3, 4 and 5). It is also the most cost efficient option in terms of potential annual operating costs. This is due to its potential to provide shared operational services meeting the entire needs of the campus rather than the duplication of central services on two sites. It is also likely to ensure the optimal uniformity of plant and equipment, thereby minimising maintenance requirement. Option 4 will also ensure the optimal and most cost efficient scope to deploy staff in response to the operational issues within one campus site.

Option 4 is therefore the least cost option, and the option which will ensure that the greatest value for taxpayer's money is achieved in both the initial development of the facilities and in their long-term use.

#### **Multi-Criteria Analysis**

- 5.20 The Irish Youth Justice Service, in partnership with the appraisal consultant and Directors of the existing detention schools, developed and agreed seven broad categories which captured the essence of the child care detention model enshrined in the Children Act, 2001, as amended. The categories also addressed value for money through operational efficiency and security components. The security component was identified as a key priority by the



Irish Prison Service, in facilitating the transfer of future responsibility for 16/17 year olds within the new detention school facilities.

## 5.21 **Categories & Weightings**

Each of the seven categories was given an individual weighting to reflect the priorities associated with each aspect of the capital development of the detention facilities. The categories, listed below, were weighted as follows:

- standards of care and services (25 marks);
- accommodation and facilities (20 marks);
- security (20 marks);
- location (5 marks);
- operational efficiency (20 marks);
- timeframe for development (5 marks); and
- disruption of operations (5 marks).

5.22 An individualised score was given to each of the 54 multi-criteria, under the categories identified, across each of the five service options. The scoring process involved a special meeting of members of the Expert Group, as well as Directors and representatives of the Boards of Management of the existing detention schools. Consensus had to be reached amongst the group before the rating was accepted. Architectural drawings were provided to assist the discussion and decision making related to the scoring process. A copy of the multi-criteria framework is attached at *Appendix D*.

5.23 The Expert Group identified three substantive options out of the five options considered, which were deemed likely to bring about major improvements in infrastructure, facilities and services for children. Options 1 and 2 were not considered substantive options as:

- Option 1 did not support the policy objective of bringing 16/17 year olds into a child care model of detention, and the buildings have a limited life span
- Option 2 would not support the level of upgrading needed to bring facilities to the required design standard

5.24 The three substantive options were:

- Option 3 - Major improvements to Lusk and Finglas Facilities
- Option 4 - Major improvements to Lusk facilities only
- Option 5 - Major improvements to Lusk & new Regional Facility

5.25 Option 3 and 5 were deemed likely to have advantages in terms of the proximity of the facilities to courts, families and users, public transport accessibility, the timeframe involved in developing and modernising facilities and the lower level of potential disruption to ongoing services to which this would give rise.

5.26 However Option 4 was deemed to have many specific advantages, the combined effect of which outweighed the relative advantages of Options 3 and 5.

The key advantages of Option 4 are:

- its scope to provide the full range of facilities, accommodation and services for the required capacity within a single unified campus structure
- the extent to which, by providing all facilities on one site, it would provide sufficient economies of scale to facilitate the full-time provision of all general and specialist services for children
- the extent to which such an option would facilitate the tailored provision of segregated care and services for small and distinct groups of children, differentiated in terms of age, gender, remand/committal etc.
- the scope it gives to provide all facilities within the most modern, secure and functional overall layout
- the scope it gives to provide shared services in areas such as administration, education, security, visiting facilities, healthcare etc on one-site, and thereby eliminate any duplication of such services and minimise the annual costs of service provision
- the scope it provides to achieve the greatest level of operational efficiency and staff mobility in deployment
- the need to minimise capital costs for the required standard and configuration of services
- the scope it gives to provide the most appropriate “step-down” facilities on site, for children nearing the end of their period in detention
- the location, scale and quality of outdoor recreation facilities possible
- the scope it provides to most appropriately separate functional areas for different user-categories within an overall site master plan
- the scope to provide the most appropriate access and egress throughout the facility, including in an emergency
- its ability to provide an appropriate secure “cordon-sanitaire” between the outer perimeter of site(s) and children’s areas
- the scope it gives to provide a sufficient and appropriate distance between the facilities and adjoining sites, areas and developments
- the scope to functionally expand facilities in the future, either within the footprint of the chosen site(s) or beyond it, should the need arise

5.27 The weighted scores are provided below, and clearly evidence Option 4 as the preferred option to develop the detention school service.

**Weighted Results:**

- Option 4 scores highest (874/1000)
- Option 5 scores second highest (817/1000)
- Option 3 scores third highest (807/1000)
- Option 2 scores fourth highest (523/1000)
- Option 1 scores least (365/1000)

## **Section 6 - Recommendations and Key Discussion Points**

- 6.1 The Expert Group considered the findings of the projected capital costs, cost benefit analysis and the multi-criteria analysis of the five proposed detention service options. All members of the Group agree the process adopted was both rigorous and comprehensive.

The Group is advising that all detention school developments take place on the Oberstown Campus, Lusk but wishes to highlight some key points of note, as the project moves forward to implementation.

### **These points are:**

- Major development to Oberstown Campus, Lusk provides clear evidence of being the most effective option in relation to standards of care and services, operational efficiency and security
- The Government should give serious consideration to the projected benefits and return on investment as identified through the cost benefit analysis methodology and presented in the full business case
- The breadth and range of services available to a critical mass of juveniles, coupled with appropriate design, will balance, if not outweigh, issues of any potential stigma of remanded and committed children being accommodated on the one site
- Economies of scale and best value for money will be achieved by providing all services on one site
- It is possible to future proof the site i.e. adapt to future capacity changes resulting from sentencing requirements, without impacting on regime and/or service delivery
- Major development to Oberstown Campus, Lusk will consolidate services, thereby enabling all maintenance services to be standardised and combined
- The design of the campus is of critical importance to the development of all facilities on one site
- The campus design must be innovative to ensure retention of a child care model
- The design must demarcate the different groupings of children accommodated, to ensure continuity of the child care ethos as enshrined in legislation

- The design must facilitate the balance between security and care, and safeguard what is currently considered good practice across the detention schools
- There is a vulnerable group of children with specialist needs within the detention facilities and St. Patrick's Institution. The Expert Group recognises that comments on the needs of this group of children are outside of its direct remit. However, the Expert Group would like to recommend to the Minister that a working group is established in 2008 to consider the needs/services required for this group and a possible future role for the Finglas Child and Adolescent Centre.
- While Option 4 is the unanimous choice of the Expert Group, developing a regional facility (Option 5) was deemed the second highest scoring option. A regional facility was seen to have a number of advantages unique to it, which included (i) the scope it gives to locate services in greater proximity to the families of children living outside Dublin (ii) improved potential accessibility for all users, assuming any regional site met minimal accessibility requirements (iii) the scope to acquire a site that provided substantial scope for future expansion, should the need arise. If, in the future, the need arises for additional places within detention facilities, the Expert Group is advising the Minister that serious consideration be given to the development of a regional facility.

### **Expert Group's Recommendation**

- 6.2 The Expert Group has considered capital costs, findings of the cost benefit analysis and the multi-criteria analysis carried out by the appraisal consultant across each option. The Group appraised which option would best meet the programme and policy objectives and provide best value for money.
- 6.3 Based on comprehensive discussion of findings of all methodological tools, the Expert Group is advising the Minister that all detention school services, including the expansion of the detention school model for 16/17 year olds, should be developed on the Oberstown Campus, Lusk. This represents the unanimous recommendation of the Expert Group to the Minister.

## **Section 7 - Project Board and Governance Arrangements**

The Expert Group recommends that it adopts a project board role in respect of the redevelopment.

(Recommendation 4.11, December, 2006)

The responsibility of the Expert Group is now discharged through the submission of this Report to the Minister for Children, Mr. Brendan Smith, T. D.

Due to the financial cost of developing the detention school service it is essential that there are robust governance arrangements in place for the management of the project. These arrangements will deliver a number of objectives:

- accountability
- transparency of process and delivery
- delivery to timescale
- ensuring costs are in line with budget

Diagrammatic representation of the proposed governance arrangements is attached at *Appendix E*.

### **7.1 Oversight Board**

The Department of Justice, Equality and Law Reform (D/JELR) has established a high level governance structure to oversee the development of all large capital projects in the criminal justice system. The D/JELR is the sanctioning authority for the development of the detention school service. This Oversight Board is chaired by the Minister, and the National Director of the Irish Youth Justice Service is a member of this Board.

### **7.2 Project Board**

The Irish Youth Justice Service is the sponsoring agency for the new capital programme. It is intended to establish a Project Board to ensure robust governance arrangements for the successful delivery of the new detention school service. The Project Board will be responsible for full oversight of the successful execution of the project and for reporting back to the D/JELR Oversight Board. The Project Board must ensure:

- systematic coordination of all work related to the successful achievement of the project
- effective communication and reporting arrangements are in place to ensure the project is delivered on time, within budget and to standard
- effective management and monitoring arrangements of the total budget and cash flow
- effective management and monitoring arrangements of progress on the project

- effective control systems and risk management
- post project review

The Project Board is the key decision making body and responsible for the success of the project. Formal terms of reference related to membership, roles and responsibilities will be established.

### **7.3 Irish Youth Justice Service Co-ordinating Group**

The redevelopment decision making process should include consultation with all relevant stakeholders, in particular children and staff.

(Recommendation, 4.7, 2006)

The IYJS will establish and chair a coordinating Group to ensure that capital and operational developments occur in a systematic and integrated manner. This Group will have a key responsibility in setting up a range of working groups to address all aspects of the development of the detention school service. This structure will enable and support the further achievement of our recommendations made in our First Report, (2006).

There are currently eight different groups being proposed and the IYJS will be represented on each group in some role/capacity and will provide secretariat support. Each group will have a chair, and formal terms of reference – the groups will be time limited and tasked to achieve specific objectives. The current list of working groups is not exhaustive, and not in any order of priority.

Diagrammatic representation of the proposed working groups is attached at *Appendix E*.

## **Section 8 - Conclusion and Recommendations**

### **Terms of Reference**

- Plan for the necessary redevelopment of existing detention facilities and the development of new facilities, if required, to meet the future residential accommodation requirements of offending children under 18 years, ordered to be detained by the courts

- 8.1 The Expert Group, in furnishing the Minister for Children with this Final Report has delivered on the formal terms of reference for which it was established. On submission of the Report, the Expert Group will disband.
- 8.2 The key findings and recommendations of the Expert Group are provided below.

### **(i) Capacity**

The Expert Group is advising the Minister that the future capacity needs of the detention school service will be 167 bed spaces. This increase in bed spaces from the current capacity of 77 beds will facilitate the detention of 16/17 year old boys. This age group is currently the responsibility of the Irish Prison Service, and accommodated in St. Patrick's Institution. The breakdown of capacity equates to 10 places for girls and 157 places for boys.

The Expert Group is further advising the Minister that this study should be repeated annually up until the final phase of construction is likely to commence. On-going trend analysis will provide added robustness to this projected demand figure and will allow for any adjustments that may be necessary.

### **(ii) Detention School Options**

The Expert Group considered five different service development options, in line with its original recommendations to the Minister for Children (2006). Abiding by the Department of Finance *Guidelines for the Appraisal and Management of Capital Expenditure Proposals in the Public Sector (2005)* the IYJS as sponsoring body of this project contracted an independent consultant to complete the required business case.

The consultant carried out a detailed appraisal to ensure the capital development is consistent with programme / policy objectives and will provide value for money. The consultant applied techniques and methodologies related to (i) multi-criteria analysis (ii) cost benefit analysis.

The Expert Group's contributions to, and deliberations on the consultant's findings were comprehensive and robust. There is unanimous agreement that the service configuration which will best meet policy objectives under



legislative requirements, as well as providing best value for money, is the development of all facilities on the Oberstown Campus, Lusk.

The Expert Group is therefore advising the Minister that all developments of the new detention school service should take place on the Oberstown Campus, Lusk. The Expert Group is also advising that the Irish Youth Justice Service and Project Board give serious consideration to the key discussion points detailed in Section 6 of this Report.

As a further means of planning for the projected demand of 167 places, the Expert Group is advising that the Oberstown Campus of 65 acres is designed in such a way that there is an option to develop further facilities if the need arises.

The Expert Group is further advising that the possibility of developing a regional facility be kept under review should there be a capacity demand for such a resource.

The Expert Group identified Woodlands Juvenile Justice Centre, Bangor as a basis for developing the design of the new detention facilities. However, we are not suggesting that this model should be automatically transposed and replicated in the State.

The Group would like to suggest that the design should be further refined, enhanced and developed to meet the needs of remanded and committed children in this jurisdiction. The redevelopment, planning and design, must include consultation with all relevant stakeholders, in particular children and staff.

### **(iii) Finglas Child and Adolescent Centre [FCAC]**

Discussions amongst the Expert Group highlighted the fact that there are some children within the detention facilities and St. Patrick's Institution, who are particularly vulnerable and have specialist needs. The Irish Youth Justice Service is aware of this fact, and recently commenced explorative discussions with the Office for the Minister for Children and the Health Service Executive on how to best meet the needs of children who continue to fall between the justice and care sectors.

The Expert Group recognises that comments on the needs of this group of children are outside of its direct remit and terms of reference. However, the Expert Group would like to recommend to the Minister that a working group is established early in 2008, to consider the needs/services required for this group of children, and a possible future role for the Finglas Child and Adolescent Centre.

The Expert Group is mindful of the fact that Finglas Child and Adolescent Centre is an existing facility, which is an established and recognised service provider within the local community. The Group is also aware of the commitment by staff to develop and progress assessment methods.

Regardless of the outcome of the proposed working group, the Expert Group is aware that Finglas Child and Adolescent Centre, as one of the existing four detention schools, will continue to provide its current range of services to remanded and committed children until the new detention facilities are built. This will ensure that the sentencing requirements of the courts continue to be met.

**(v) Governance**

The Irish Youth Justice Service (IYJS) will establish and convene a Project Board to ensure good governance and accountability. The Project Board will report to the Department of Justice Equality and Law Reform's Oversight Board chaired by the Minister for Justice, Equality and Law Reform, Mr. Lenihan, T.D.

## **APPENDIX A**

### **MEMBERSHIP OF THE EXPERT GROUP ON CHILDREN DETENTION SCHOOLS**

## **Membership of the Expert Group on Children Detention Schools**

Ms. Mary Geaney, Chair	National Manager for Detention School Services, Irish Youth Justice Service
Ms. Freida Delaney	Assistant Principal, Irish Youth Justice Service
Mr. Eamonn Greville	Senior Architect, Planning and Building Unit, Department of Education and Science
Mr. Michael Carroll	Senior Architect, Architectural Services, Office of Public Works
Mr. John McMahon	Principal Officer, Project Management Services, Office of Public Works
Mr. Derek Brennan	Director of Regimes, Irish Prison Service
Mr. Denis O'Neill	Advisor, Irish Prison Service
Mr. Tony O'Donovan	Child Care Advisor, Irish Youth Justice Service
Ms. Patricia Flynn	Director, Oberstown Girls School
Ms. Colette Walsh	Director, Finglas Child and Adolescent Centre
Mr. Sean Quigley	Governor, St. Patrick's Institution
Mr. Damian McKeon	Secretary to Expert Group

## **APPENDIX B**

### **RECOMMENDATIONS FROM THE FIRST REPORT OF THE EXPERT GROUP**

**DECEMBER 2006**

## **Expert Group Recommendations (December, 2006)**

- 4.3 The facilities at the site in Lusk, comprising Trinity House, Oberstown Boys and Oberstown Girls Schools, should be redeveloped as a National Centre for Children Detention Schools with facilities for children aged up to 18 years. The Expert Group will make recommendations in respect of capacity once it is in a position to assess the impact of the introduction of community sanctions.
- 4.4 Consideration should be given to the physical separation of the functions of remand and assessment from the functions relating to committals, either within the same site or at different geographic locations.
- 4.5 An assessment should be made of the potential for redeveloping Finglas Child and Adolescent Centre (FCAC) as a dedicated remand and assessment centre.
- 4.6 The project at Oberstown Boys and Girls Schools should be given priority but other redevelopment work should, where it is feasible, be carried out concurrently with the project at Oberstown.
- 4.7 The redevelopment decision making process should include consultation with all relevant stakeholders, in particular children and staff.
- 4.8 The provision of a children detention school in another region of the country should be considered if, in the future, there is an identified need for such a facility.
- 4.9 The redevelopment at Lusk should aim to create a unified campus model based on residential units and shared facilities which support an appropriate regime and ethos.
- 4.10 The recommendations in the report of the regime and ethos subgroup (attached at appendix B) should inform the work of the Expert Group and the guidance set out in the report should be compatible with the rules for the operation of children detention schools.
- 4.11 The Expert Group recommends that it adopts a project board role in respect of the redevelopment and that the Irish Youth Justice Service recruits a project manager at an early juncture. It is noted that oversight in regard to financial and staffing matters would be a Departmental (IYJS) function.

# **APPENDIX C**

## **DESIGN OF OPTIONS**

### **Existing Facilities:**

- 1. Oberstown Campus 2007**
- 2. Finglas Child and Adolescent Centre 2007**

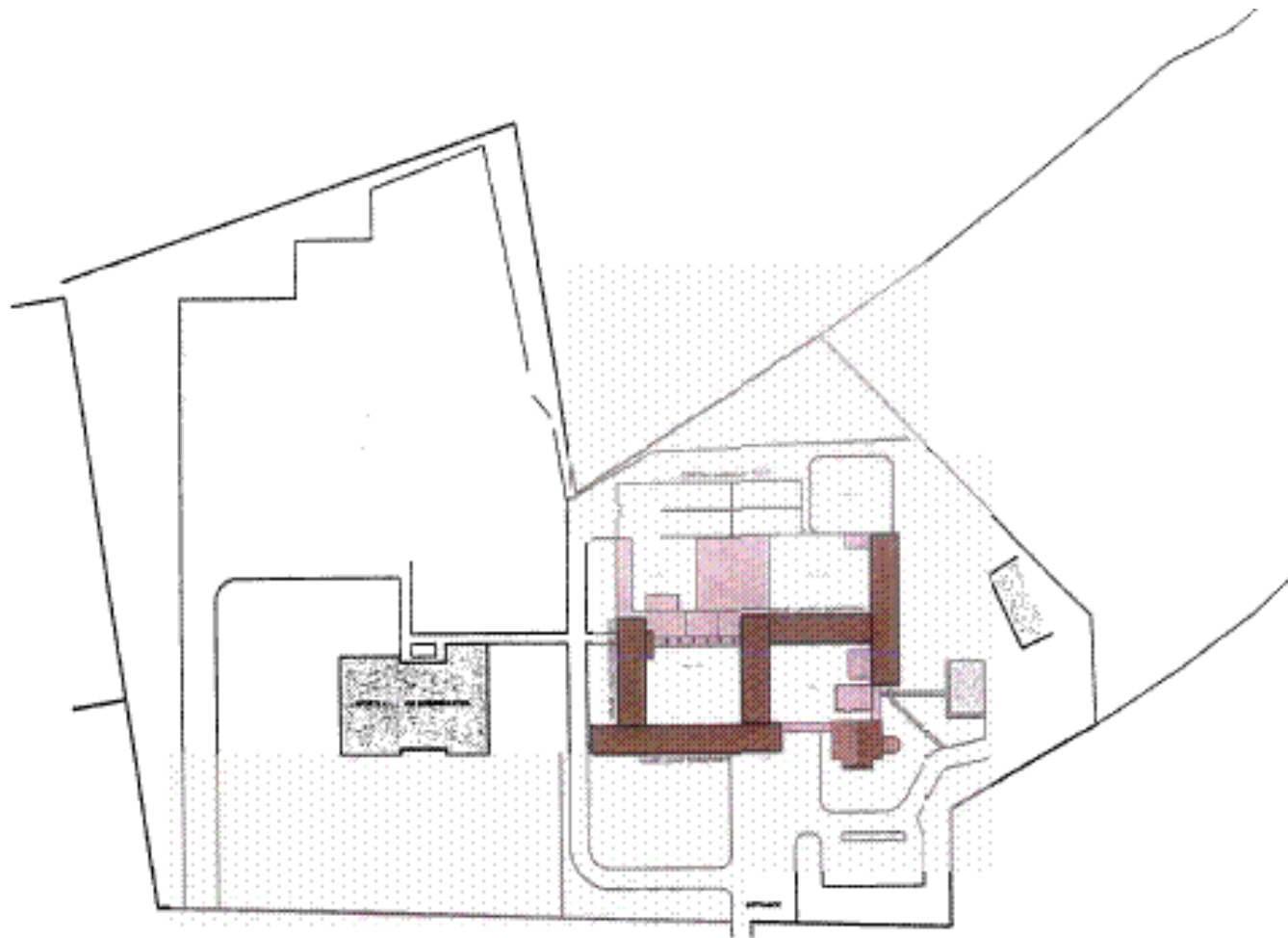
### **Options 1 to 5**

- 3. Finglas Child and Adolescent Centre -  
Options 1, 2 and 3**
- 4. Oberstown Campus – Option 2**
- 5. Oberstown Campus – Option 3**
- 6. Oberstown Campus – Option 4a**
- 7. Oberstown Campus – Option 4b**
- 8. Regional Site – Option 5**

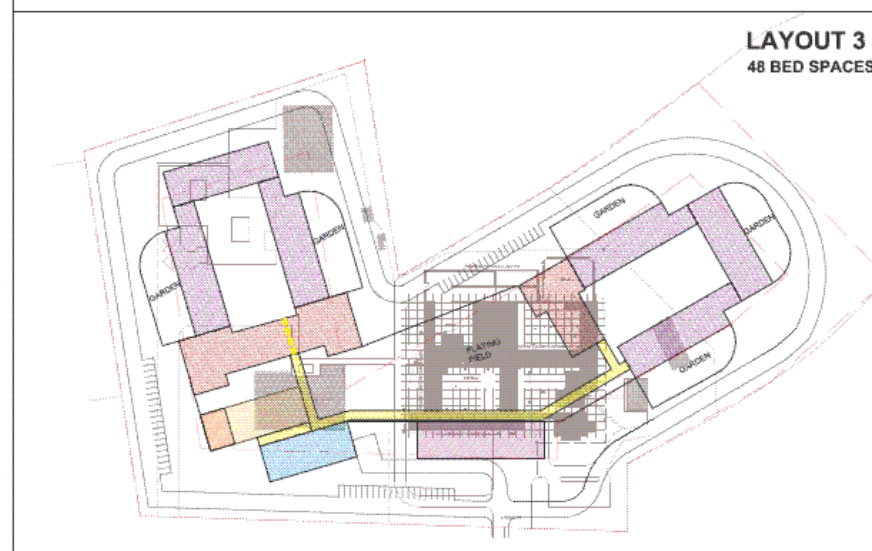
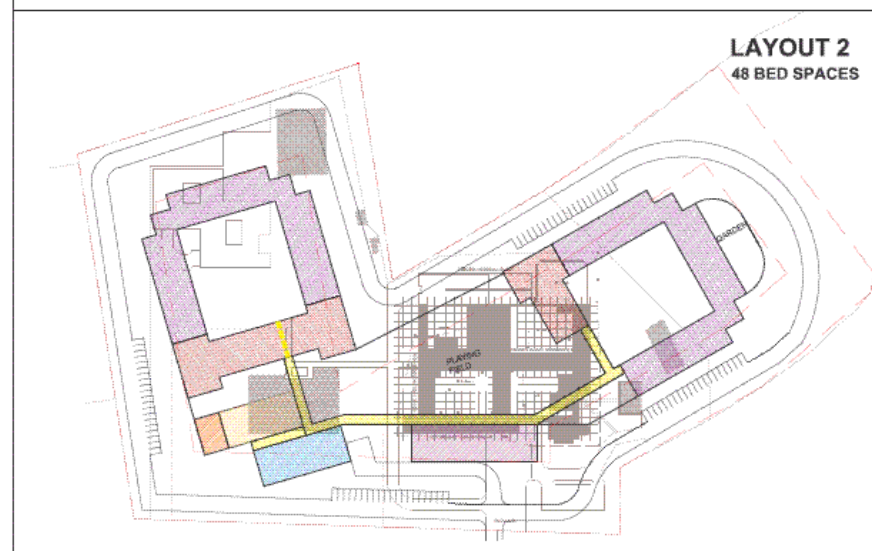
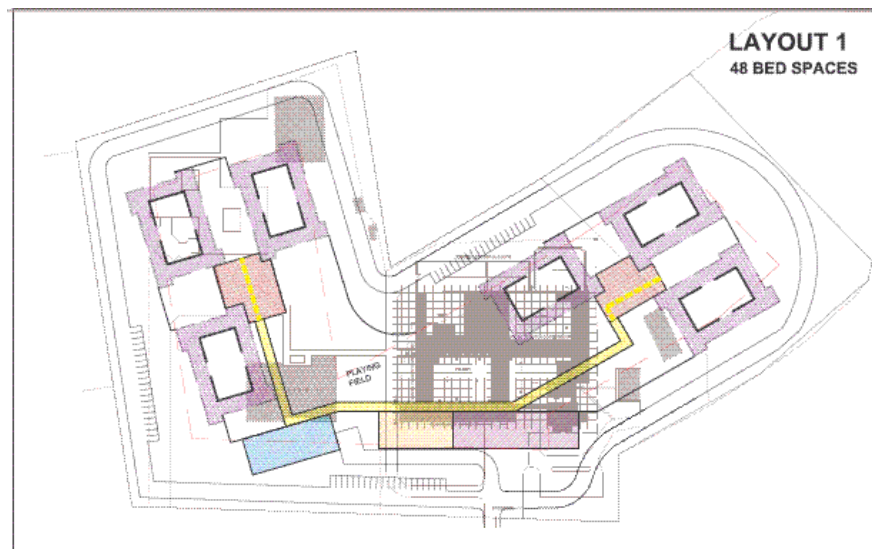
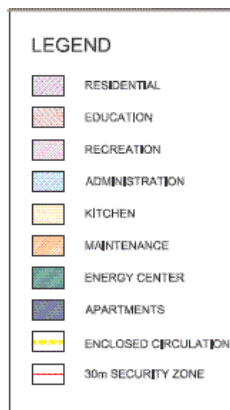


**Oberstown Campus Existing Site Plan 2007**



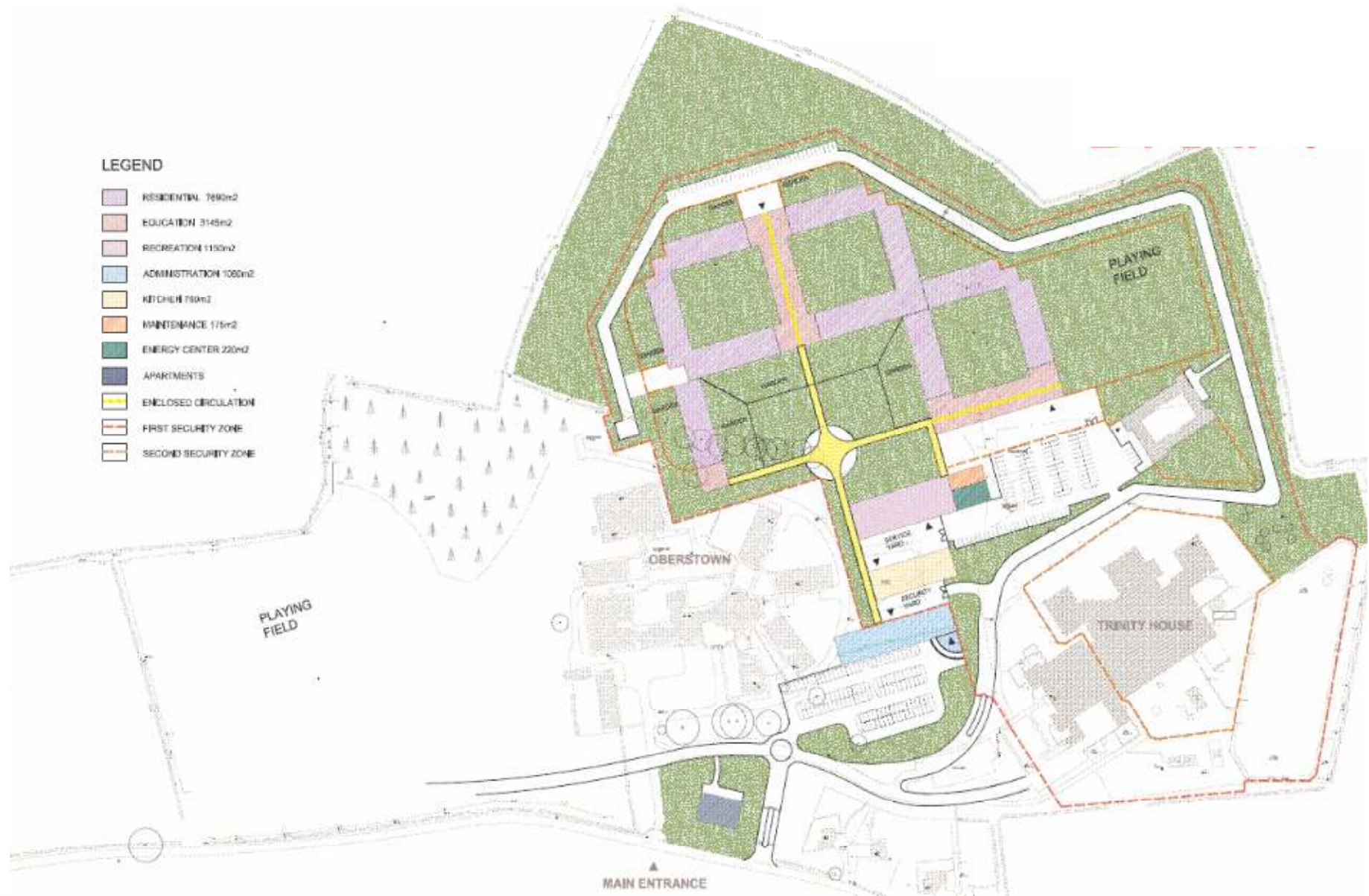


**Finglas Child and Adolescent Centre Existing Site Plan 2007**



# Option 3

## Finglas Child and Adolescent Centre



**Oberstown Campus – Option 2**





## Oberstown Campus Option 3

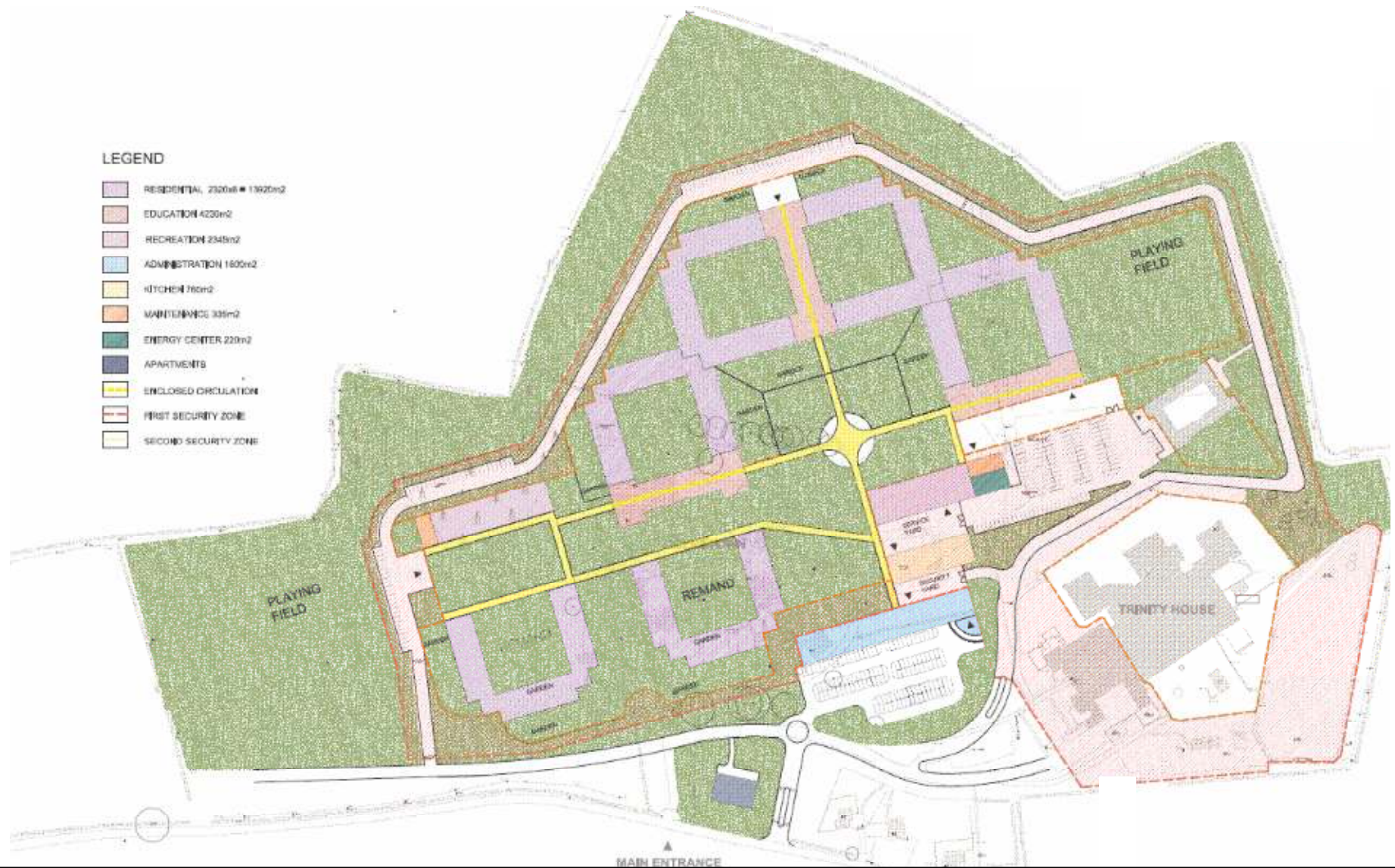
To be read in conjunction with the Finglas Child and Adolescent Centre Layout.





## Oberstown Campus Option 4a





**Oberstown Campus Option 4b**

LEGEND	
A	HOUSING UNITS = 5700 m <sup>2</sup>
B	EDUCATION = 666 m <sup>2</sup>
C	ADMINISTRATION UNIT (INCLUDING FOOD PREP & MAINTENANCE) = 950 m <sup>2</sup>
D	RECREATION = 300 m <sup>2</sup>
SITE AREA = 64 700 m <sup>2</sup>	



Theoretical drawing for  
a green field site.

**Regional Option 5**  
**To be considered with Oberstown Campus Option 5**

## **APPENDIX D**

### **MULTI-CRITERIA ANALYSIS TEMPLATE**



<b>MULTI-CRITERIA ANALYSIS TEMPLATE</b>		<b>Option 1 -</b>		<b>Option 2 -</b>	<b>Option 3 -</b>	<b>Option 4 -</b>	<b>Option 5 -</b>
		<b>Do Nothing</b>		<b>Minor Improvements to Finglas, Lusk and New Unit for 16-17 yr olds at Lusk</b>	<b>Major Improvements to Lusk and Finglas Facilities</b>	<b>Major Improvements to Lusk Facilities only</b>	<b>Major Improvements to Lusk and New Regional Facility</b>
			Score (1-10)	Score (1-10)	Score (1-10)	Score (1-10)	Score (1-10)
<b>Standards of Care and Services</b>							
<b>1</b>	provision of all required services on site(s), including critical mass to justify full-time provision of specialist services						
<b>2</b>	provision of optimum continuity of care in detention						
<b>3</b>	staff attraction, retention and recruitment						
<b>4</b>	provision of tailored and segregated care and services for small distinct groups (male/female, remand/committal, younger/older, disruptive/progressive etc)						
<b>Accommodation and Facilities</b>							
<b>1</b>	small, child-friendly scale of buildings and units, positive living environment						
<b>2</b>	modern, functional and secure overall layout						
<b>N/A</b>	ability to accommodate required capacity						
<b>3</b>	single storey residential areas						
<b>4</b>	bedroom size						
<b>5</b>	in-room sanitation						
<b>6</b>	in-room natural light and ventilation						
<b>7</b>	separate reception/admissions unit						

8	sufficient large and modern classrooms and workshops proximate to accommodation areas						
9	scope to provide accredited training/work experience for children in provision of some services (e.g. catering, cleaning, laundry, maintenance etc)						
10	optimum provision of step-down facilities						
11	provision of modern visiting facilities, family bedrooms						
12	provision of modern, sufficient staff areas (administration, consultation, childcare, training, lockers/showers, etc)						
13	provision of comprehensive health-care facilities						
14	sufficient and optimum indoor recreation areas						
15	sufficient optimum outdoor recreation areas						
16	optimum flexibility of use of accommodation and other areas						
17	provision of religious/faith facilities						
18	provision of all ancillary facilities (laundry, kitchens, crèche etc)						
19	provision of sufficient and optimal storage facilities						
20	sufficient and secure staff and visitor car parking						
21	compliance with health and safety regulations						
22	compliance with universal accessibility regulations						
23	scope to separate remand and committed children						
<b>Security</b>							
1	scope to apply appropriate security levels for distinct groups						
2	flexibility in security levels applicable to distinct groups						
3	optimum separation of functional areas/units (administration, visiting, accommodation, education)						
4	optimum access and egress throughout facility (including in emergency)						

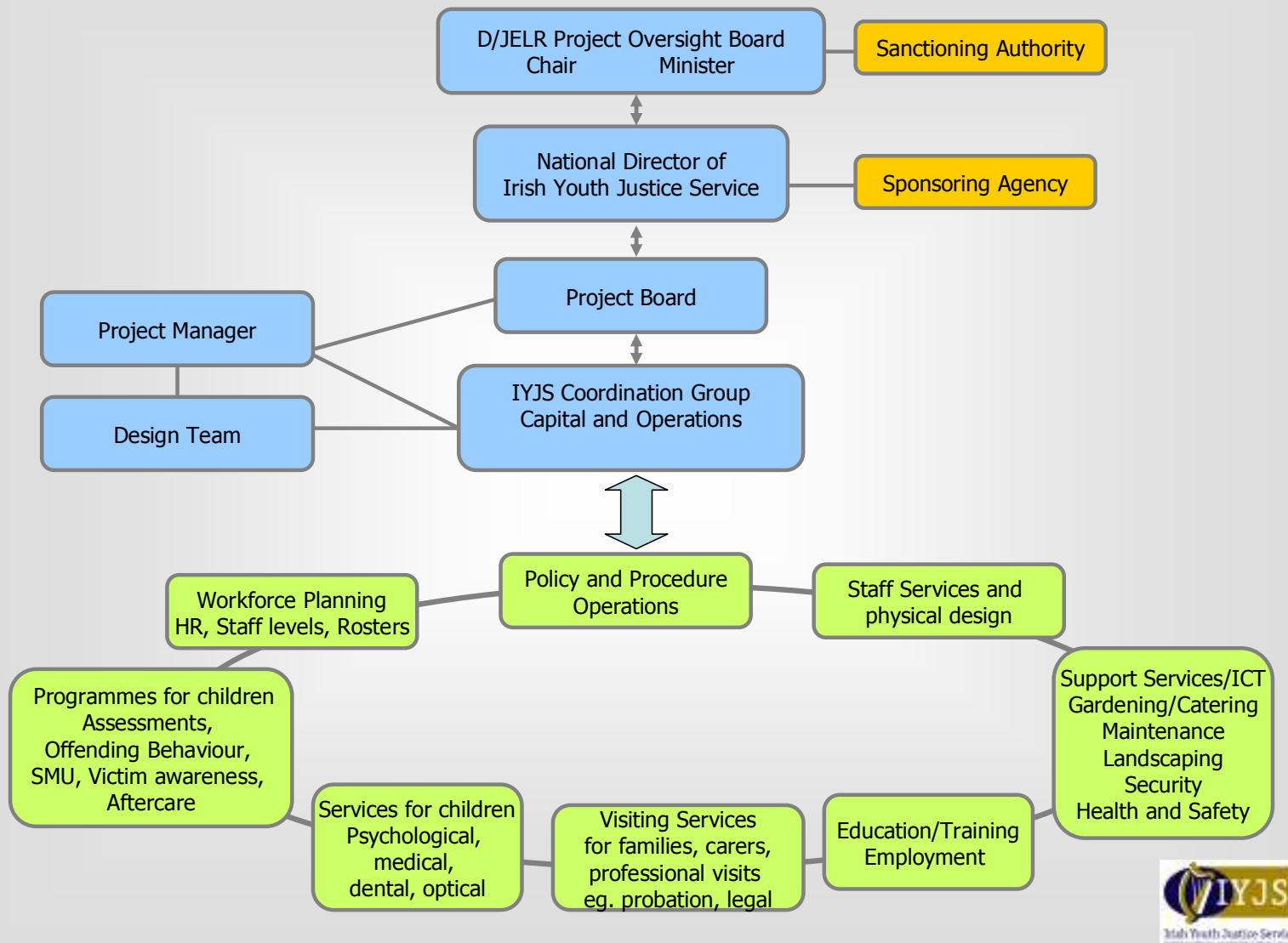
5	optimum separation and circulation of children						
6	optimum circulation of staff						
7	optimum separation and circulation of visitors						
8	provision of optimal security control room(s) and observation points						
9	optimal main gatelock/ security access point						
10	optimal utilisation of modern locking, security and control technologies						
11	sufficient cordon-sanitaire between outer boundary and children areas						
12	appropriate perimeter security						
<b>Location</b>							
	proximity to courts						
	proximity to families						
	proximity to emergency and specialist services						
	accessibility by road						
	accessibility by public transport						
	scope to functionally expand each site(s)						
	scope to functionally expand at chosen site(s) in the future						
	negative impact of distance from other developed areas (eg. residential, commercial, industrial)						
	scope for appropriate boundary and internal landscaping						
<b>Operational Efficiency</b>							
	optimum scope to provide shared services (e.g. administration, education, security, catering, visiting, recreation, healthcare, faith, laundry, etc)						
	minimisation of maintenance requirements						

	uniformity of plant, equipment, mechanical and electrical services						
	optimum mobility of staff with respect to deployment						
<b>Timeframe</b>							
	timeframe to completion						
<b>Disruption</b>							
	minimal disruption to ongoing services during works						
Total Nominal Score							
	Averages						
		Standards of Care and Services					
		Accommodation and Facilities					
		Security					
		Location					
		Operational Efficiency					
		Timeframe					
		Disruption					
	Weightings		Option 1	Option2	Option 3	Option 4	Option 5
	25	Standards of Care and Services					
	20	Accommodation and Facilities					
	20	Security					
	5	Location					
	20	Operational Efficiency					
	5	Timeframe					
	5	Disruption					
Total	100						
Total Weighted Score							

## **APPENDIX E**

### **PROJECT BOARD/GOVERNANCE**

## National Detention School Service – Project Management Structure/Governance



# **APPENDIX F**

## **GLOSSARY**

## Glossary

CAAB	Children Acts Advisory Board, formerly the SRSB
Capital Appraisal	Department of Finance guidelines require that all capital expenditure by Government Departments is appraised for value for money. Any expenditure over €30 million must be the subject of a cost benefit analysis.
CDS	Children Detention Schools: Finglas Child and Adolescent Centre; Trinity House; Oberstown Boys School; Oberstown Girls School. Each includes an on-site education centre.
Child care and education	Children Detention Schools are required to provide a regime and ethos of child care and education. This would have the aim of addressing offending behaviour and rehabilitating the child (s. 158 of the Children Act 2001, as amended).
Children Court	A special separate sitting of the District Court.
Committal Order	This refers to a detention order imposed on a child by a Court (s. 142 of the Children Act 2001, as amended). Referred to as “committals” in the document.
Community Sanctions	The Court may apply a range of non-custodial options as part of sentencing. These are defined in s. 115 of the Children Act 2001, as amended.
Cost Benefit Analysis (CBA)	An evaluation using a common monetary scale of the costs and benefits to estimate the net social benefits of a proposal.
CSO	Central Statistics Office
Cuan Beag	Oberstown Girls Remand and Assessment Unit
Detention and Supervision	A Court may order that a child is to be detained for part of their sentence with the balance being completed under supervision in the community (s. 151 of the Children Act 2001, as amended).
HSE	Health Service Executive
Indictable Offences	Offences which would normally be heard in the Circuit or Central Criminal Court and may or must be heard before a jury. In the case of children, the Children Act 2001, as amended, allows, in certain circumstances, for indictable charges to be heard at District Court level.
IPS	Irish Prison Service



IYJS	Irish Youth Justice Service
JELR	Department of Justice, Equality and Law Reform
JLO	Juvenile Liaison Officer, An Garda Síochána
Lusk Site	Same as Oberstown Site below.
Multi Criteria Analysis (MCA)	An MCA is an evaluation methodology that considers a range of options or alternatives by the attribution of a weight to each measurable objective.
NJO	National Juvenile Office, An Garda Síochána
Oberstown Site	Three detention schools are on one site located between Lusk and Balbriggan, Co. Dublin. Sometimes referred to as Lusk Site.
OMC	Office of the Minister for Children. The Minister for Children has delegated responsibility for the Children Act 2001, as amended.
SRSB	Special Residential Services Board, now CAAB
Summary Offences	Offences which normally come within the jurisdiction of the District Court. The maximum detention order available is 1 year or two consecutive 1 year orders.
YPP	Young Persons Probation, Probation Service

## **APPENDIX G**

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