

# **Former Haut de la Garenne site Public Consultation**

## **Consultation Findings**



## Executive summary

A ten week public consultation was held between February and April 2018 so that Islanders could respond to Recommendation 8c of the Independent Jersey Care Inquiry. This called on the States of Jersey to consider demolishing the site of the former Haut de la Garenne children's home.

[See pages 4 – 5 for full text of IJCI Recommendation 8c >>](#)

Over 1,000 people participated in this consultation through attendance at the programme of open-afternoons, drop-ins and focus groups. A total of 842 valid questionnaires were received and analysed, representing a response rate of 0.8%.

Advice received from the Consultation Institute confirms that a response rate of 1% is generally considered to be 'very good.' Where the Institute is involved in advising or supporting a consultation, they would normally expect to achieve a range between 0.5% and 1.5%. There is acceptance that the average response rate for consultations in the UK is in the region of 0.89%, within a range of 0.2% and 1.8%. Some UK Government consultations achieve a response rate of under 0.1% of the given population.

The overwhelming majority of respondents (93.7%) were opposed to the site's demolition. There was however support for the Care Inquiry's conclusion about the purposes for which the former children's home should not be used in future.

Public support for continued usage of the former Haut de la Garenne site was informed by both its current use and its status as a historic listed building.

The major theme which emerged from consultation responses was that the building itself did not harm children; all such harm was perpetrated by a number of individuals working in a flawed system.

[See pages 15 – 18 for analysis of key consultation findings >>](#)

## The voice of survivors

The majority of survivors from Jersey's historic child care system who participated in the public consultation, stated that they want the States of Jersey to protect the building from demolition. Members of the Citizens Panel unanimously agreed a statement supporting its preservation.

[See page 14 for the Citizens Panel's response to the consultation >>](#)

Survivors who were failed by Jersey's historic child care system, other consultation respondents and focus group participants noted that abuse occurred in many settings, not just the former Haut de la Garenne children's home. For some, the idea that one symbolic site might be demolished, could suggest that the abuse endured elsewhere was somehow less significant.

The priority of the survivors who responded to the consultation was that the States of Jersey should ensure that no other children ever suffer as they did.

## Background to the consultation

The requirement to hold a public consultation about the future of Haut de la Garenne was identified by the Council of Ministers in their response (P.108/2017) to the final report and recommendations of the Independent Jersey Care Inquiry 2017 which had been published on 3 July 2017.

### Recommendation 8 of the Independent Jersey Care Inquiry

The Independent Jersey Care Inquiry Panel's recommendations regarding Haut de la Garenne appear in both the Executive Summary and Chapter 13 of their final report. The relevant extracts are reproduced below:

#### *Executive Summary*

#### **RECOMMENDATION 8: Legacy issues**

13.23 *We believe that the buildings at Haut de la Garenne are a reminder of an unhappy past or shameful history for many people. They are also a symbol of the turmoil and trauma of the early stages of Operation Rectangle, the attention it brought to the island and the distress it evoked in many former residents. We recommend that consideration be given as to how the buildings can be demolished and that any youth or outdoor activity or services for children located on the site should be in modern buildings bearing no resemblance to what went before [pp. 61-62].<sup>1</sup>*

#### **Chapter 13: Recommendations for the States of Jersey**

#### **Recommendation 8: Legacy issues**

13.44 *The most constructive legacy that Jersey can build from its child care history is to fulfil the aspirations of the many citizens, including people who are or have been in the care of the state, political institutions, voluntary sector agencies and professionals, and to ensure that future child care services protect and nurture children, as well as giving them opportunities to heal and to thrive. Jersey also has a notable tradition of embracing, acknowledging and honouring its past, such as the painful period of its Occupation in World War Two. The Panel recommends that Jersey build on this tradition by ensuring that its complex and often unhappy care history is remembered and that the experiences of generations of Jersey children, whose lives and suffering worsened because of failures in the care system, are respected and honoured in decades to come.*

#### 13.45 **Four areas of action are recommended:**

- a) *Preserving and making accessible the Inquiry archive.*
- b) *Remembering and recognising Jersey's child care history.*
- c) *Redeeming the Haut de la Garenne site.*
- d) *Care for witnesses after the Inquiry [p.64].<sup>2</sup>*

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[Text of recommendations 8a and 8b omitted]

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<sup>1</sup> <http://www.jerseycareinquiry.org/Final%20Report/Exec%20Summary.pdf>

<sup>2</sup> <http://www.jerseycareinquiry.org/Final%20Report/Ch%2013.pdf>

### **Recommendation 8c: Redeeming the Haut de la Garenne site**

- 13.54 *In the course of its work, the Panel made five visits to the former Haut de la Garenne (HDLG) Children’s Home. The site and some of the original buildings are now used as an outdoor centre. An adjoining building, Aviemore, is used for various child care services.*
- 13.55 *Despite current use of some of the HDLG buildings for outdoor/hostel activities, areas of the vast building are in disrepair and provide a poor standard of facility.*
- 13.56 *The buildings featured prominently in the evidence heard by the Inquiry. For decades, the site provided institutionalised care for thousands of Jersey children – initially as the Jersey Home for Boys (JHFB), and then, from 1959 to 1986, as HDLG Children’s Home, admitting girls as well. Few positive memories emerged from the accounts that the Inquiry received from hundreds of former residents. Many spoke of a physically harsh and abusive regime in which they had experienced little nurture, kindness, encouragement or individualised attention. Some described sexual abuse by staff or older residents. The overwhelming majority had suffered ill effects from abusive experiences or lack of care well into adult life, often impacting significantly on their ability to form and sustain relationships.*
- 13.57 *For many former residents, and for other Jersey citizens, the HDLG buildings are a reminder of an unhappy past or shameful history. For other people in Jersey, HDLG is an unwelcome symbol of the turmoil and trauma of the early stages of Operation Rectangle and the attention brought to the island.*
- 13.58 *The Panel recommends that the States of Jersey considers negotiating to secure unrestricted ownership of the site and to demolish the HDLG buildings. Given the associations of the site, no States of Jersey services for children or for victims of abuse should be located there in the foreseeable future. The site is a prime site in the island, and is suitable for a range of developments. Should the site be retained for youth/outdoor activity, these opportunities should be provided in a modern facility, with no resemblance to the original buildings [pp. 66-68].<sup>3</sup>*

### **Independent Jersey Care Inquiry: Implementation of Recommendations (P.108/2017)**

On 31 2017 October the Council of Ministers lodged a proposition (P.108/2017) setting out the government’s plan to implement the findings and recommendations of the Independent Jersey Care Inquiry.

In relation to Recommendation 8c, concerning Haut de la Garenne, it was determined that a public consultation should be held to fully understand Islander’s views about the proposed demolition of the building. The proposal that a public consultation be held about the future of the former children’s home, is identified in the following paragraphs:

#### **14.7 Haut de la Garenne**

- 14.8 *Haut de la Garenne is currently the responsibility of Jersey Property Holdings. A lease is currently in place with a local outdoor activity company. It is proposed that, in partnership with Community and Constitutional Affairs, an Island-wide public*

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<sup>3</sup> <http://www.jerseycareinquiry.org/Final%20Report/Ch%2013.pdf>

*consultation is undertaken to gather views regarding the Inquiry's proposal for the building's demolition.*

- 14.9 *The Public Consultation will deploy a mixed methodology of approaches to seek to ensure that all voices are heard. A summary of the responses from the public consultation will be published on the gov.je website. A Ministerial Decision on the future of the building can then be made by the Minister for Infrastructure with the support of the Council of Ministers [P.108/2017 p.30].<sup>4</sup>*

The States Assembly debated the Council of Ministers' plan to implement the recommendations of the Independent Jersey Care Inquiry on 31 January 2018. This debate was held in-committee and was therefore not voted upon by States Members. A full transcription of this debate is available on the States Assembly website.<sup>5</sup>

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<sup>4</sup> [https://statesassembly.gov.je/assemblypropositions/2017/p.108-2017.pdf?\\_ga=2.141682226.1289536725.1511527134-1363551593.1511527134](https://statesassembly.gov.je/assemblypropositions/2017/p.108-2017.pdf?_ga=2.141682226.1289536725.1511527134-1363551593.1511527134)

<sup>5</sup> <https://statesassembly.gov.je/Pages/Hansard.aspx?docid=E11FBA5A-B46A-4861-A637-0006A0A78BD1>

## The consultation process

The former Haut de la Garenne site public consultation was launched on Thursday, 8 February 2018 and ran for 10 weeks until Sunday, 22 April. During the consultation period a number of events including open afternoons, drop-in sessions and focus groups were held as part of the required mixed methods approach. Respondents were able to access a suite of materials which provided the background to the consultation and a means to record their responses. In preparing the consultation, the Community and Constitutional Affairs Department sought advice and guidance from the Consultation Institute.<sup>6</sup>

### Consultation materials

#### Information guide

A 12 page information guide booklet was developed as a companion to the consultation process. This was made available in printed and digital versions in English and French (digital only). The information guide included:

- Background to the consultation
- Information about the Independent Jersey Care Inquiry
- Details of the Haut de la Garenne Trust
- A description of the current usage of the site
- A brief history of the former Haut de la Garenne site
- Information about the site's listed building status
- An overview of Jersey's planning policy and process
- Details of the projected cost of demolition
- Details of how to respond to the consultation, access more information or support
- A schedule of drop-in sessions and open afternoons
- Contact details for the consultation.

The information guide booklet is reproduced in Appendix A.

#### Consultation questionnaire

Respondents were able to complete either a printed or online version of the consultation questionnaire. The content and sequence of both versions was identical. A French language version of the questionnaire was also made available online. The consultation questionnaire document can be found in Appendix B.

### Launch activities

- Creation of a dedicated email address for use during the consultation process.
- Distribution of letters to properties in the immediate vicinity of the former Haut de la Garenne site, informing residents about the launch of the public consultation.
- Letters providing details of the consultation were sent to care experienced people for whom contact details were available.
- Individuals who had been involved with the Jersey Care Leavers Association (JCLA) were contacted to ask them to share details of the consultation process with their networks.

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<sup>6</sup> <https://www.consultationinstitute.org/>

- Creation of a dedicated page within the consultation section of [www.gov.je](http://www.gov.je) with links to the information guide document, online questionnaire and a background document about the Jersey Accommodation and Activity Centre (JAAC).
- Distribution of printed copies of the consultation materials to Parish Halls, Jersey Library and Cyril Le Marquand House. (Printed materials were bundled with pre-addressed envelopes.)
- A webpage about the former Haut de la Garenne site consultation was added to the 'Responding to Independent Jersey Care Inquiry' section of [www.gov.je](http://www.gov.je).<sup>7</sup>
- A news release about the consultation was issued to all local media outlets (See Appendix C).
- A briefing and Q&A session was held for States Members.
- French language versions of the information booklet and online questionnaire were made available two weeks into the consultation period. All translations were commissioned from an independent professional translation agency.

### **Open afternoons**

Open afternoons were held at the former Haut de la Garenne site on Saturday 17 and Sunday 18 February. These sessions provided an opportunity for the public to visit the site and to see first-hand how it is currently being used.

Members of the public were offered half-hourly guided tours of the building by the Managing Director of the Jersey Accommodation and Activity Centre, as current lessee of the site. An Officer from the Community and Constitutional Affairs Department attended both open afternoons to answer questions about the consultation process and to distribute the consultation materials. Approximately 100 people attended the open afternoons.

### **Drop-in sessions**

A series of nine informal drop-in sessions were held across the Island during the consultation period. Members of the public were invited to attend these sessions to collect copies of the consultation materials or to ask questions about the consultation process. Attendance at these sessions ranged between one and approximately eighty people. All sessions were attended by Officers from the Community and Constitutional Affairs Department. The drop-in sessions held were as follows:

- Thursday, 15 February, St Clement's Parish Hall, 09:30 – 12:30
- Thursday, 22 February, St Saviour's Parish Hall, 10:00 – 12:30
- Friday, 23 February, St Peter's Parish Hall, 09:00 – 11:00
- Monday, 26 February, St Martin's Public Hall, 08:45 – 13:00
- Friday, 9 March, Town Hall, 12:00 – 14:00
- Wednesday, 21 March, Trinity Parish Hall, 10:30 – 12:30
- Saturday, 24 March, Jersey Library, 10:00 – 14:00
- Wednesday, 28 March, St John's Parish Hall, 17:00 – 19:00
- Thursday, 29 March, St Martin's Public Hall, 14:00 – 16:30

The drop-ins scheduled for Thursday, 1 March at St Ouen's Parish Hall and St Brelade's Parish Hall were cancelled due to snow. The drop-in originally scheduled for Wednesday, 21 March at St John's Parish Hall was rescheduled and subsequently held on Wednesday, 28 March.

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<sup>7</sup><https://www.gov.je/Government/Departments/HomeAffairs/RespondingtoIndependentJerseyCareInquiry/Pages/HDLGConsultation.aspx>

## Focus groups

Two focus groups were held on Monday 26 and Tuesday 27 March to carefully explore the range of opinions about the future of the Haut de la Garenne site. The focus groups were independently facilitated by engagement specialists recruited from the UK who had no prior connections to the Island.

Participants for the focus group were recruited by contacting on-Island respondents to the consultation questionnaire who had provided contact details and indicated their willingness to be further involved in the consultation process.

The first group solely comprised participants who were in agreement with the Independent Jersey Care Inquiry recommendation, whilst the other was only composed of individuals opposed to the proposed demolition of the building. In planning the focus groups it was considered that the exploration of the full range of responses to the Independent Jersey Care Inquiry recommendation about Haut de la Garenne would not be assisted by mixing participants with opposing views. Participants were therefore able to express their views in these groups in a supportive environment without concern about being challenged.

The conversations at both focus groups were structured using the same three core questions:

1. *What does this building mean to you?*
2. *What are the challenges that decision makers need to be aware of when considering redeeming the building/site?*
3. *Taking into account all what has been said so far, what compromises (if any) should decision makers consider?*

Both focus groups sessions were transcribed in full view of participants.

### Focus group findings

The full report setting-out the findings from the focus groups can be found at the end of this document. The principal findings were reported as follows:

1. ***Strengthening the Island's response to abuse must remain a priority for all***  
*Participants in both groups shared the view that it was people who abused other people, it was not the building that committed the abuse, and the abuse also took place in other facilities and buildings. There were shared views that abuse in Jersey was wider spread than that which took place at Haut de la Garenne and recognition that unfortunately justice cannot be done for all of those who suffered and are suffering at present. Participants shared the view that abuse remains an issue in Jersey and that to do justice for all those suffering abuse at any given time is a constant challenge to those who have a corporate parenting/child protection role:*

***“The failure in childcare services runs deep – historical and current.”***

*The remainder of the Inquiry findings were welcome, and participants looked forward to the benefits of those recommendations being put in place, ensuring continued learning from the past and the strengthening of opportunities for those who have been abused should remain a priority for all in Jersey.*

**2. Drawing the lines on future site use**

*Whilst residents differed in their views as to what should happen to the site if it were redeemed (see below for more detail) there was a shared view that it should not be used for the private development of housing: this was viewed as being dismissive of what had gone before and was not within the spirit of the recommendations within the Oldham report. It was stated that the States of Jersey sought planning permission for housing on the site in the 1990s, and there was a view that this Inquiry recommendation was:*

***“Being used as a get out of jail free card to use for housing...money talks in Jersey.”***

*It was thought that a precedent had been set with the closure of a former girl’s home where houses have been built on this site. The groups questioned why wouldn’t that happen in due course with this situation and warned against doing so.*

**3. Memorial**

*Whilst the way in which this abuse is remembered in the form of a memorial is the subject of a separate process, the discussions inevitably captured some of the possibilities for a memorial that could inform the concurrent consultation findings. Both groups agreed that a memorial is required and survivors should be involved in the determination as to what that looks like.*

**4. Welcome addition to the consultation**

*Participants expressed the value they found in having the opportunity to share their thoughts in more detail (beyond the survey and ‘drop-ins’), with one resident claiming that:*

***“This is the best consultation conducted by the States of Jersey, with good points to access and contribute.”***

## Responses to the consultation

The public consultation attracted a total of 842 completed, valid questionnaires. This represents an Island-wide response rate of 0.8% based on the 2017 population estimate.<sup>8</sup>

### Consultation response rates

Advice received from the Consultation Institute confirms that a response rate of 1% is generally considered to be 'very good.' Where the Institute is involved in advising or supporting a consultation, they would normally expect to achieve a range between 0.5% and 1.5%. There is acceptance that the average response rate for consultations in the UK is in the region of 0.89%, within a range of 0.2% and 1.8%. Some UK Government consultations achieve a response rate of under 0.1% of the given population.

### Who responded and how?

210 questionnaires were completed using the printed booklet with the remainder submitted online. A small number of letters and emails were also received during the process. 135 duplicate and partial/abandoned responses were received though the online questionnaire portal. Prior to analysis these responses were reviewed and either merged with completed responses or removed if no usable data had been collected.

- 136 respondents did not want to be identified or be directly quoted
- 550 respondent were happy to have their submission quoted anonymously
- 156 respondents agreed their submission could be attributed to them or their organisation

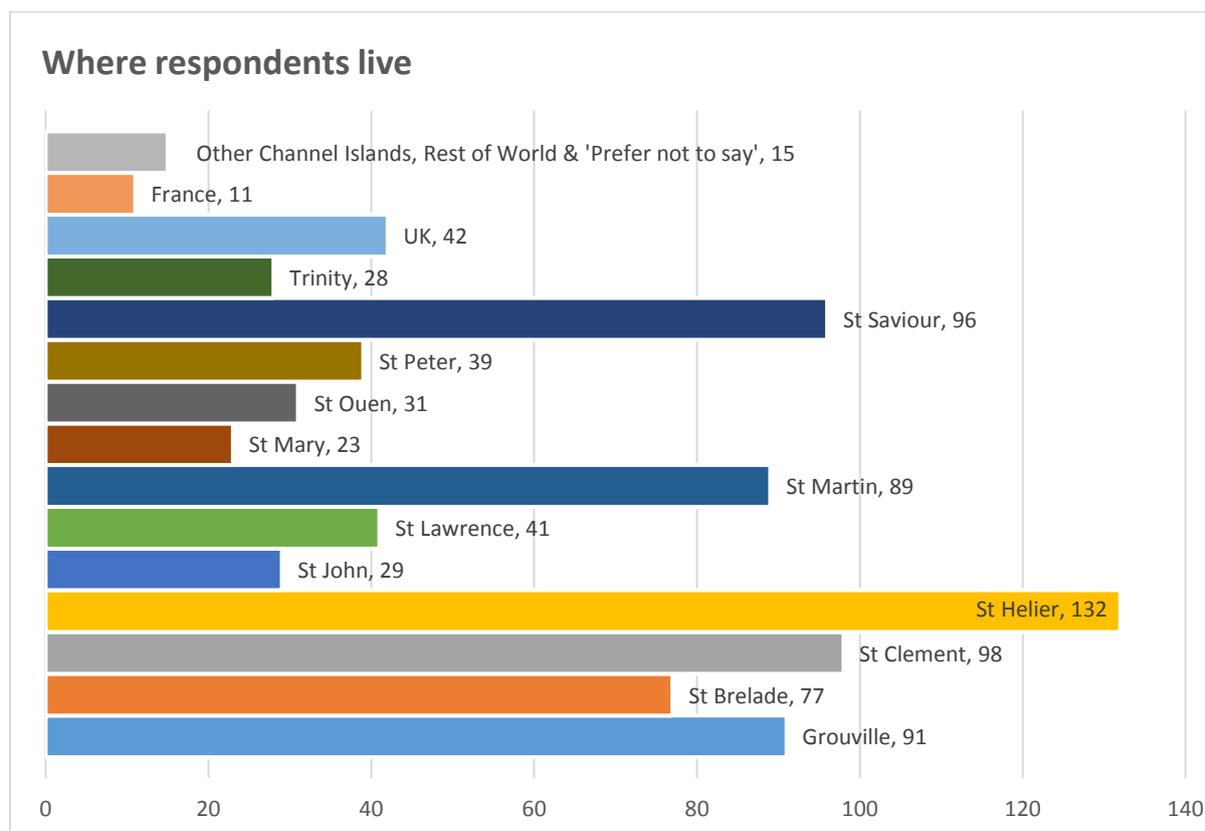


Figure 1: Where respondents live

<sup>8</sup> Calculated using the [Jersey Resident Population 2017 Estimate](#) published by Statistics Jersey on 22 June 2018

The information guide and consultation questionnaire were translated into French to enable the teachers from the French schools who bring their pupils to stay at the former Haut de la Garenne site to participate. Eight responses were received using the French language questionnaire.

The majority of people responding to the consultation (92%) stated that they currently live in Jersey. The largest number of responses were received from the most populous parishes and those in the east of the Island, closest to the former Haut de la Garenne site. (See Figure 1 above.) 30 respondents stated that they had previously lived in Jersey, 19 respondents had never lived in the Island.

26% of all of respondents reported that they had either stayed at or used the facilities at the Jersey Accommodation and Activity Centre, located at the former Haut de la Garenne site.

### Age of respondents

Almost 73% of those responding to the consultation were aged 50 and over. Fewer than 10 people under 25 responded to the questionnaire. Fewer than 10 respondents chose not to declare their age. When the ages of consultation respondents are compared to the age profile of the Island’s population,<sup>9</sup> under 45 year olds were under-represented, whilst over 45 year olds were over-represented. This comparison is shown in Figure 3.

As the former Haut de la Garenne site ceased to be used as a children’s home in 1983, it was anticipated that majority of respondents to the consultation would be old enough to have personal memories of the site during this period of its history; meaning they would most likely be aged 45 and over. This is borne out by the age profile of respondents.

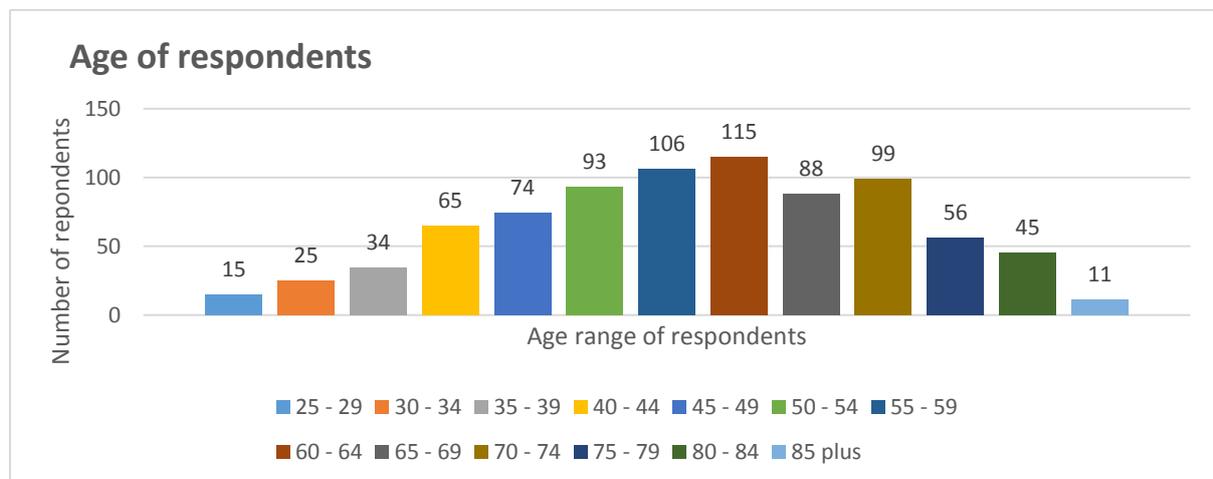


Figure 2: Age of respondents

### Voices of children and young people

Approaches were made during the preparation of the public consultation to understand whether there was an appropriate way for local children and young people to participate. With due consideration to the traumatic history associated with the site, it was decided not to progress with targeted engagement activities with children and young people.

<sup>9</sup> This has been calculated using data collected by the 2011 Jersey Census: <https://www.gov.je/SiteCollectionDocuments/Government%20and%20administration/R%20CensusDataTables%2020120808%20SU.pdf>

### Respondents' connections to the Island's historic care system

In question seven, 84 respondents recorded that they have personal experience of the Jersey Care system (almost 10% of all respondents). 54 people reported that they had worked within it.

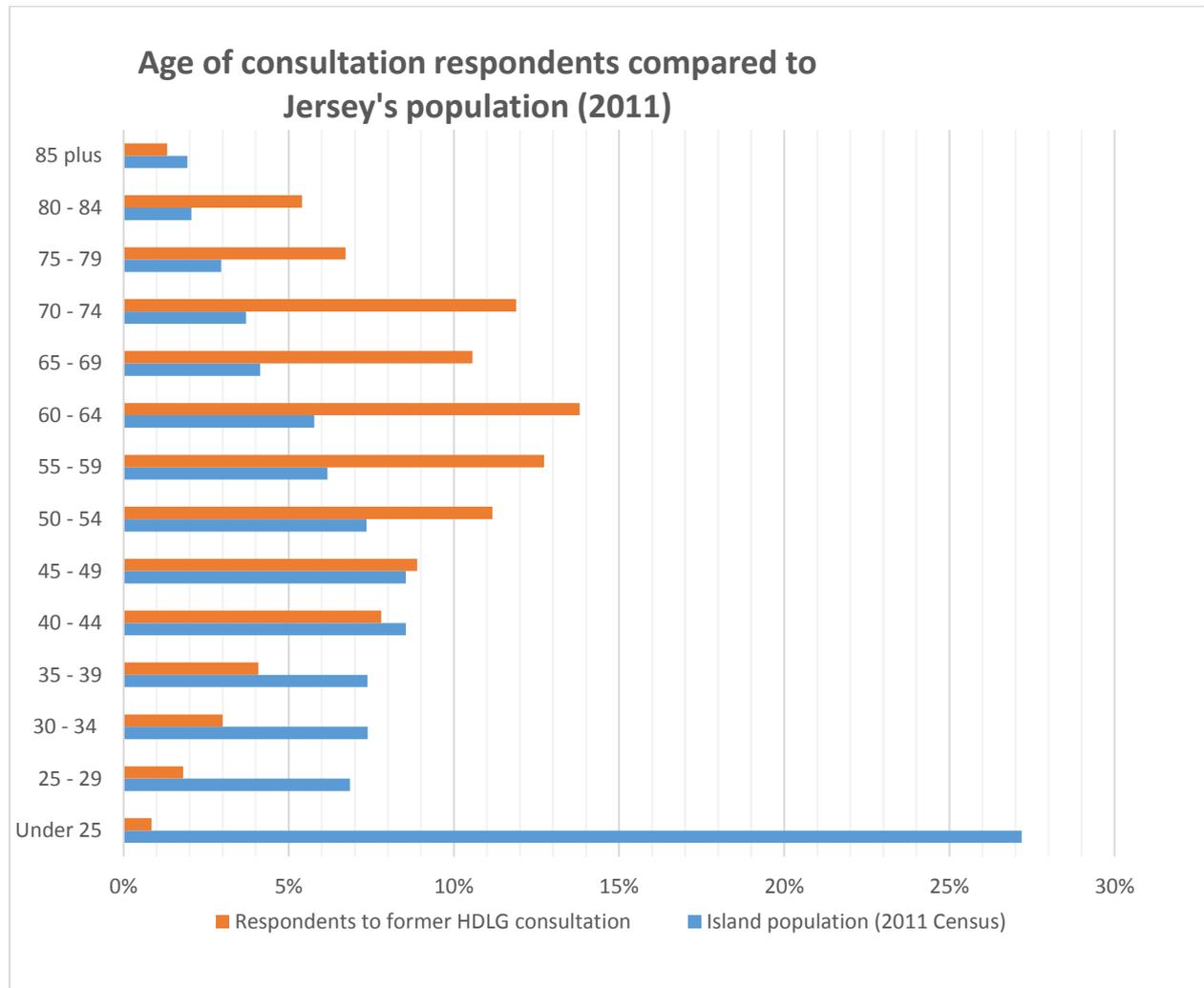


Figure 3: Age of respondents compared to the Jersey's population profile (2011)

### Responses from organisations

The following organisations submitted responses to the consultation:

- Waddington Architects
- Jersey Premier Brass
- Cystic Fibrosis Guernsey
- Desgenetais Notre Dame de Lillebonne
- Ecole Notre-Dame Villedieu-Les-Poêles
- Green Laundry Room
- JDRS (Jersey Door Registration Scheme)
- Jersey Accommodation and Activity Centre
- Jersey Foster Carers Organisation
- Jersey Hospitality Association
- Jersey Sea Sport Centre
- Skydive Jersey Ltd.
- Southern Newfoundland Club
- St Martin's Conservation Trust

## Response from the Jersey Citizens Panel 2018

Recommendation 8 of the Independent Jersey Care Inquiry concerned a number of 'legacy issues,' including consideration of the Haut de la Garenne site. In response to Recommendation 8b – *'Remembering and recognising Jersey's child care history,'* a Citizens Panel was convened to develop recommendations for how Jersey should acknowledge *"the many hundreds of children and young people who have been ill served by the child care system over many decades."* [IJC Chap. 13, para. 13.35, p.67].

The Citizens Panel met over five days in May and June 2018 to consider the following question:

***"How can the people of Jersey best remember the past abuse of children while in the Island's care system?"***

A significant number of survivors who had been harmed or abused in Jersey's care system as children, were recruited to participate in the Citizens Panel. The Citizens Panel included representation from the following age groups: 16 to 19; 20 to 35; 36 to 45; 46 to 60; and over 60s.

As part of the process of developing a recommendation for a memorial to recognise and remember those who were harmed whilst in Jersey's historic child care system, the Citizens Panel considered Haut de la Garenne and produced the following statement:

***"The group agreed unanimously that Haut de la Garenne should not be demolished. It wasn't the building that harmed children. The building has a long history dating back to the 19th century. The building should now be a positive place for the whole community.***

***Something good can come from something bad."***

***Jersey Citizens Panel 2018***

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The following organisations submitted responses to the consultation:

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- Jersey Accommodation and Activity Centre
- Jersey Foster Carers Organisation
- Jersey Hospitality Association
- Jersey Sea Sport Centre
- Skydive Jersey Ltd.
- Southern Newfoundland Club
- St Martin's Conservation Trust

### Key Finding: Respondents' level of agreement with Recommendation 8c

Respondents were asked to rate their level of agreement with the Independent Jersey Care Inquiry recommendation to demolish the former Haut de la Garenne site on a five point scale which ranged from 'strongly agree' to 'strongly disagree.'

Overall, 93.7% of respondents 'strongly disagreed' or 'disagreed' with Recommendation 8c of the Independent Jersey Care Inquiry. 5.2% of respondents reported that they strongly agreed or agreed with the recommendation; 1.1% of respondents were undecided.

87% of those who reported in question seven that they had personal experience of the Jersey Care system, either strongly disagreed or disagreed with the recommendation to demolish the building.

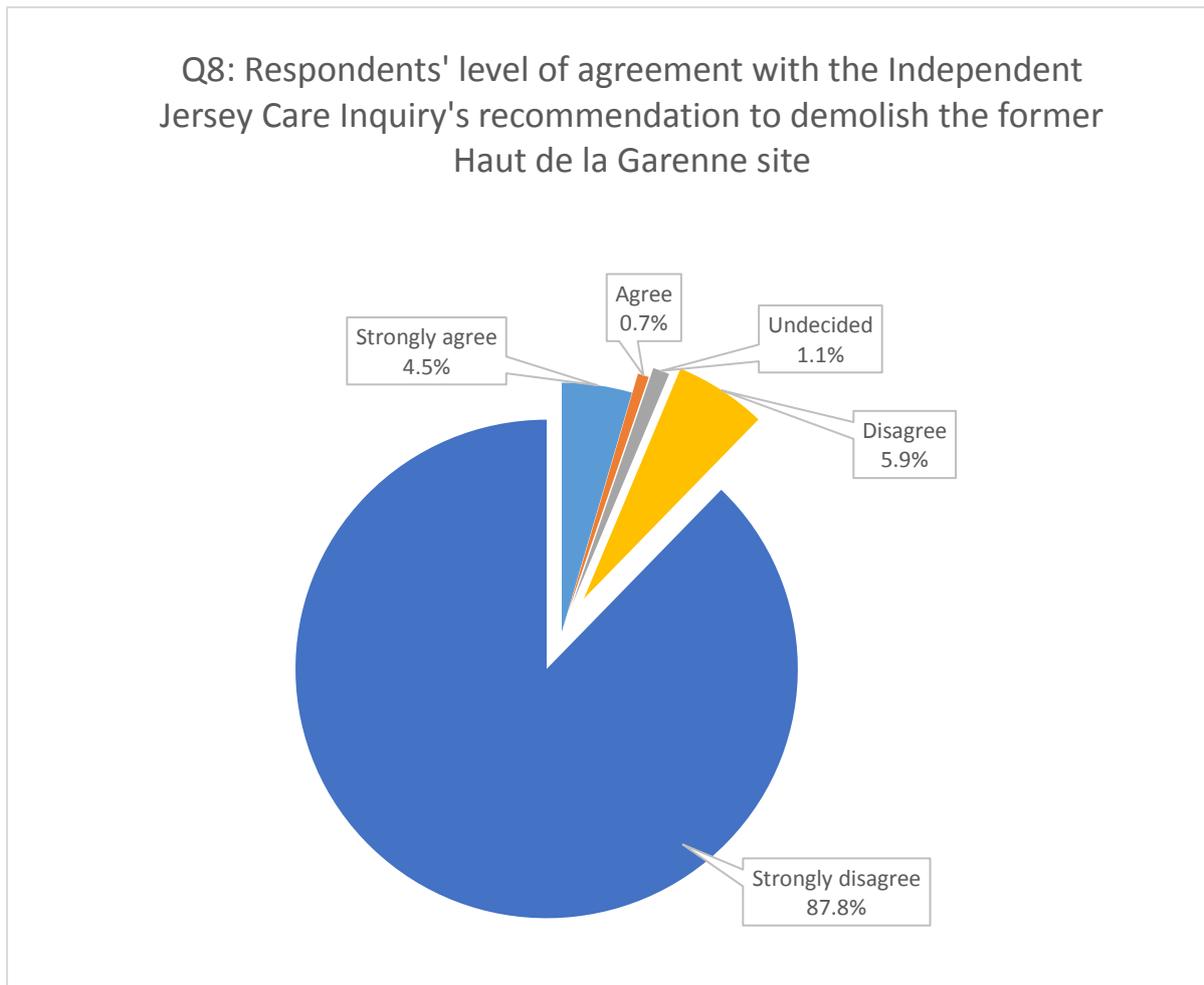


Figure 4: Responses to Question 8

### The importance of key factors in deciding responses to the consultation

In question nine, respondents were asked to rate how important seven key factors were in deciding the degree to which they had agreed with Recommendation 8c in question 8. A breakdown of these responses appears in Figures 5 to 11 beneath.

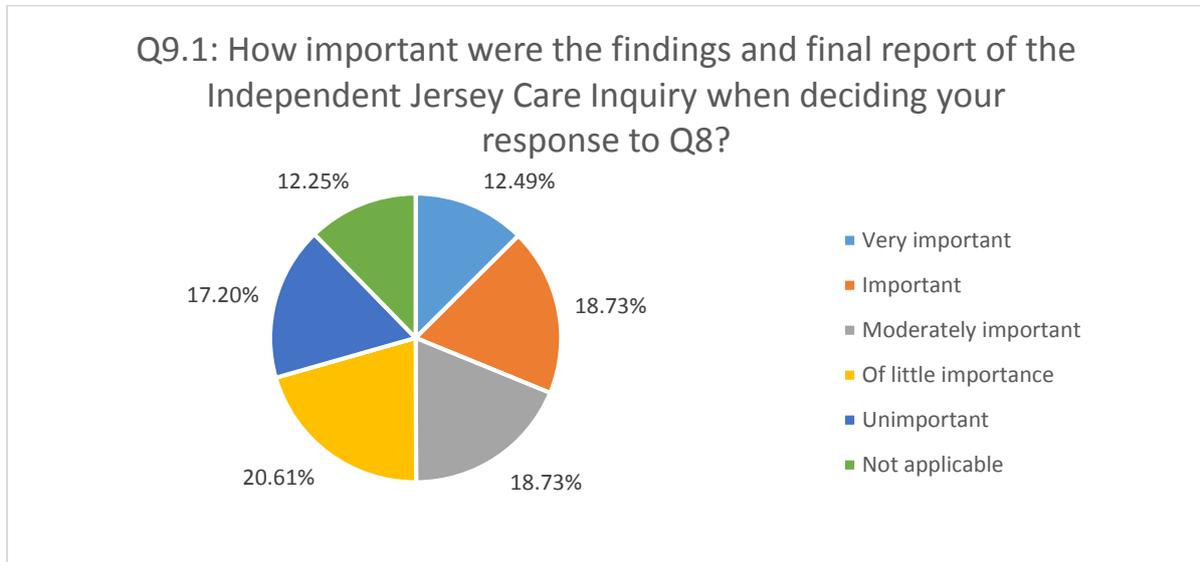


Figure 5: Responses to Question 9.1

Responses to question 9.1 demonstrate that only half of all respondents felt that the findings and final report of the Independent Jersey Care Inquiry were either 'very important,' 'important' or 'moderately important' in making their decision. This demonstrates the significance of a range of other factors in informing responses to the recommendation.

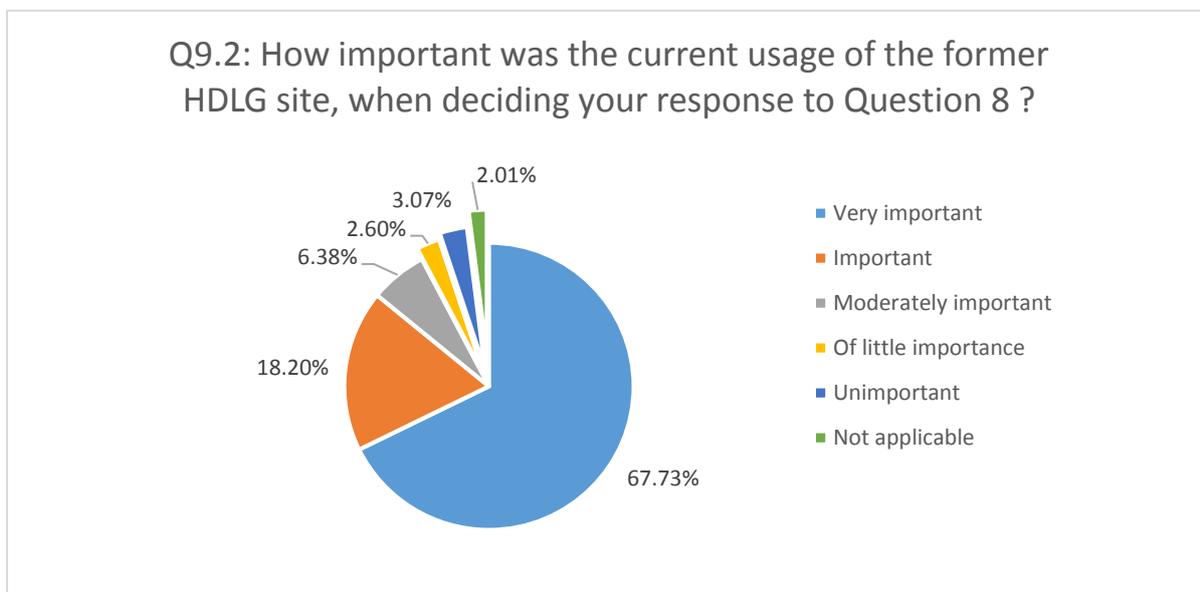


Figure 6: Responses to Question 9.2

The Independent Jersey Care Inquiry panel expressed their belief that that the Haut de la Garenne site needed to be 'redeemed.' Responses to question 9.2 demonstrate support for the current use of the site, with just over 86% of respondents stating that this was a 'very important' or 'important' factor in informing their decision about the future of the building.

**Q9.3: How important was the listed building status of the former Haut de la Garenne children's home, when deciding your response to Q8?**

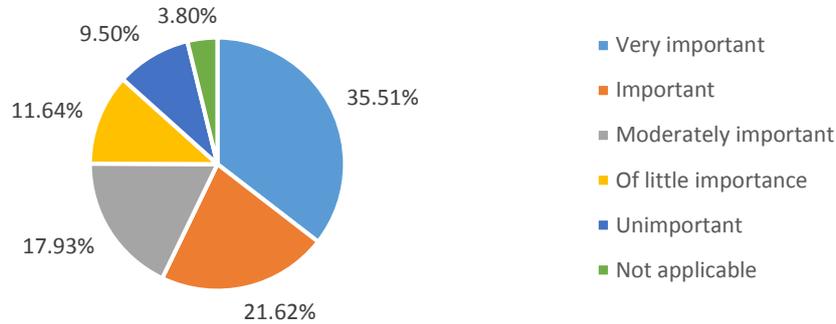


Figure 7: Responses to Question 9.3

**Q9.4: How important was the Island Plan 2011 (Jersey's planning policy), when deciding your response to Q8?**

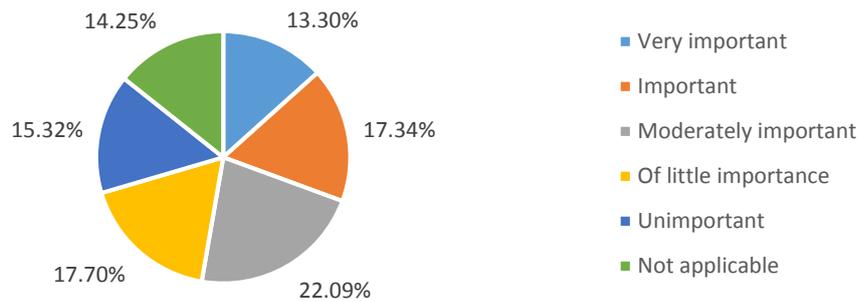


Figure 8: Responses to Question 9.4

Three quarters of respondents to question 9.3 felt that the listed building status of the former Haut de la Garenne site was 'very important,' 'important' or 'moderately important' in helping them to arrive at their response to question 8. The Island Plan 2011 (which determines the site's location in Jersey's 'green zone' and the Island's planning policy), was considered to be either 'very important,' 'important' or 'moderately important' by almost 53% of respondents to question 9.4.

Question 9.5 (See figure 9 beneath) asked respondents to reflect on the likely projected cost of demolishing the site. In preparing the consultation, this had been estimated to be in the region of £750,000. Almost 70% of respondents reported that this cost was 'very important,' 'important' or 'moderately important.' Concern about the cost of demolition also came through strongly in free-text responses.

The data collected in questions 9.6 (Figure 10) identified that almost a quarter of respondents have some form of personal experience of Jersey's historic care system. When answering question 8, almost 92% of this group either 'disagreed' or 'strongly disagreed' with Recommendation 8c. Almost a third of respondents indicated in question 9.6 (Figure 11) that they have a personal connection to someone with experience of Jersey's historic care system. 90.7% of this group either 'disagreed' or 'strongly disagreed' with Recommendation 8c when answering question 8.

Q9.5: How important was the projected cost of demolishing the former Haut de la Garenne site, when deciding your response to Q8?

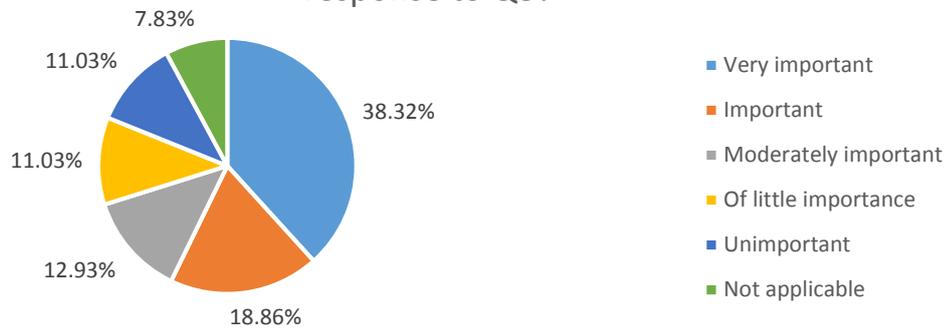


Figure 9: Responses to Question 9.5

Q9.6: How important was your personal experience of Jersey's historic care system, when deciding your response to Q8?

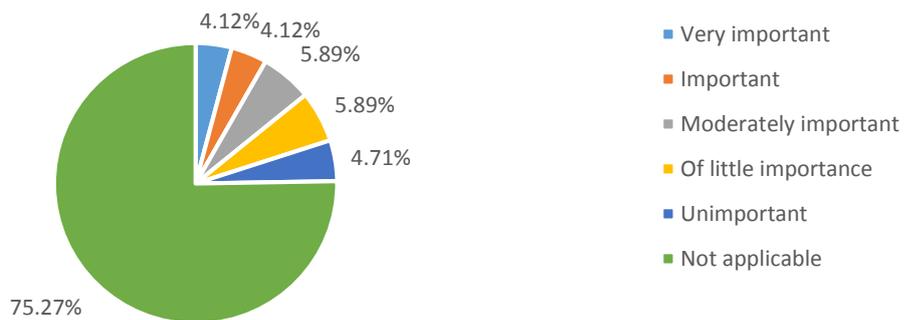


Figure 10: Responses to Question 9.6

Q9.7: How important was your personal connection to someone with experience of Jersey's historic care system, when deciding your response to Q8?

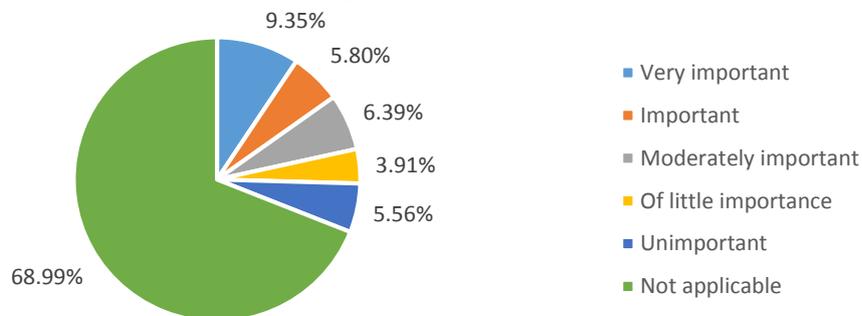


Figure 11: Responses to Question 9.7

## The voice of survivors

The majority of survivors from Jersey's historic child care system who participated in the public consultation, stated that they want the States of Jersey to protect the building from demolition. Members of the Citizens Panel<sup>10</sup> unanimously agreed a statement supporting its preservation.

Survivors who were failed by Jersey's historic child care system, other consultation respondents and focus group participants noted that abuse occurred in many settings, not just the former Haut de la Garenne children's home. For some, the idea that one symbolic site might be demolished, could suggest that the abuse endured elsewhere was somehow less significant.

The priority of the survivors who responded to the consultation was that the States of Jersey should ensure that no other children ever suffer as they did.

## Summary and next steps

Over 1,000 people participated in this consultation through attendance at the programme of open-afternoons, drop-ins and focus groups. A total of 842 valid questionnaires were received and analysed, representing a response rate of 0.8%.<sup>11</sup> The overwhelming majority of respondents (93.7%) reported their opposition to demolition. There was however support for the Care Inquiry's conclusion about the purposes for which the former Haut de la Garenne site should not be used in future.

The major theme which emerged from consultation responses was that the building itself did not harm children; all such harm was perpetrated by a number of individuals working in a flawed system.

Public support for continued usage of the former Haut de la Garenne building was informed by both its current use and its status as a historic listed building. It is noted that this finding does not agree with the recommendation to demolish the building made by the Independent Jersey Care Inquiry.

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<sup>10</sup> See page 14

<sup>11</sup> Calculated using the [Jersey Resident Population 2017 Estimate](#) published by Statistics Jersey on 22 June 2018.

## **Appendices**

- A. Consultation Information Guide
- B. Consultation Questionnaire booklet - print layout
- C. News release – launch of consultation - 8 February 2018
- D. News release – close of consultation - 26 April 2018



# **FORMER HAUT DE LA GARENNE SITE PUBLIC CONSULTATION:**

## **RECOMMENDATION 8C OF THE REPORT OF THE INDEPENDENT JERSEY CARE INQUIRY 2017, CHAIRER BY FRANCES OLDHAM QC**

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The findings from two focus groups.

Facilitated by Susan Ritchie, and scribed by Andrew Fisher, MutualGain

[www.mutualgain.org](http://www.mutualgain.org)

# INTRODUCTION

This document provides the findings from two focus groups commissioned by the Department of Community and Constitutional Affairs as part of the former Haut de la Garenne site public consultation held between 8 February and 22 April 2018. The focus groups are part of a mixed methods approach to the consultation process that will inform a decision to be made by the Minister for Infrastructure (with the support of the Council of Ministers) about the future of the Haut de la Garenne site. The decision will be in response to Recommendation 8C of The Report of the Independent Jersey Care Inquiry 2017, chaired by Frances Oldham QC:

**“We recommend that consideration be given as to how the buildings can be demolished, and that any youth or outdoor activity or services for children located on the site should be in modern buildings bearing no resemblance to what went before”**

[IJCI Executive Summary: 13.23]

# RECRUITMENT

Focus group participants were identified through a consultation survey which was published on 8 February 2018 (six weeks prior to the focus groups). Those who had indicated that they ‘strongly agreed’ or ‘strongly disagreed’ with the recommendation 8C, and who had provided their contact details for future involvement, were invited to the focus groups to share their thoughts in greater depth.

There was one attendee who had been resident at Haut de la Garenne, some had friends and family who had been at Haut de la Garenne, and others with no direct connection, but who felt a strong connection and moral duty to contribute their thinking as a Jersey citizen and fellow human being.

# TIMING

The groups took place on two evenings:

Monday 26th March 2018 at 19:45 and Tuesday 27th March 2018 at 19:30.

# QUESTIONS

The same questions were asked in each focus group:

## **1. What does this building mean to you?**

This enabled people to share their passion or pain about the symbolic or experiential relationship to the building. They went on to consider question two, which asked:

## **2. What are the challenges that decision makers need to be aware of when considering redeeming the building/site?**

Each group was encouraged to share insights, opinions and experiences that they felt should inform a future decision on the demolition of the site. After capturing the strength of opinion, the group was asked the final question, which was:

## **3. Taking into account all what has been said so far, what compromises (if any) should decision makers consider?**

This question enabled participants to consider possible areas for compromise that could or should be taken into account if their preferred option was not the final decision by the Minister.

This report brings together the shared dialogue from each group and details the points of view that were shared across the groups, and those that were in contrast. The report captures the nuances of the dialogue for future decision makers to reflect upon when they contemplate their response to this recommendation.

# FINDINGS

Shared opinions across both groups.

## **1. Strengthening the Island's response to abuse must remain a priority for all:**

Participants in both groups shared the view that it was people who abused other people, it was not the building that committed the abuse, and the abuse also took place in other facilities and buildings. There were shared views that abuse in Jersey was wider spread than that which took place at Haut de la Garenne and recognition that unfortunately justice cannot be done for all of those who suffered and are suffering at present. Participants shared the view that abuse remains an issue in Jersey and that to do justice for all those suffering abuse at any given time is a constant challenge to those who have a corporate parenting/child protection role:

### **“The failure in childcare services runs deep – historical and current”**

The remainder of the Inquiry findings were welcome, and participants looked forward to the benefits of those recommendations being put in place, ensuring continued learning from the past and the strengthening of opportunities for those who have been abused should remain a priority for all in Jersey.

## **2. Drawing the lines on future site use:**

Whilst residents differed in their views as to what should happen to the site if it were redeemed (see below for more detail) there was a shared view that it should not be used for the private development of housing: this was viewed as being dismissive of what had gone before and was not within the spirit of the recommendations within the Oldham report. It was stated that the States of Jersey sought planning permission for housing on the site in the 1990s, and there was a view that this Inquiry recommendation was:

### **“Being used as a get out of jail free card to use for housing...money talks in Jersey”**

It was thought that a precedent had been set with the closure of a former girl's home where houses have been built on this site. The groups questioned why wouldn't that happen in due course with this situation and warned against doing so.

### **3. Memorial:**

Whilst the way in which this abuse is remembered in the form of a memorial is the subject of a separate process, the discussions inevitably captured some of the possibilities for a memorial that could inform the concurrent consultation findings. Both groups agreed that a memorial is required and survivors should be involved in the determination as to what that looks like.

### **4. Welcome addition to the consultation:**

Participants expressed the value they found in having the opportunity to share their thoughts in more detail (beyond the survey and 'drop-ins'), with one resident claiming that:

**“This is the best consultation conducted by the States of Jersey, with good points to access and contribute”**

# CONTRASTING OPINIONS

According to those who participated, recommendation 8c appears to be one of the most controversial of all with the public. What follows is an insight into why that is the case. This section sets out:

1. Participants' narrative and rationale for being in support, or not, of the recommendation and how that leads to what they view as the most logical conclusion to either redeem the site or not.
2. How the memory of what has passed should be respected.
3. If the recommendation to demolish the site is adopted, what should happen to the site in the future.

## GROUP ONE: SUPPORTIVE OF THE RECOMMENDATION

### **Narrative and rationale informing support for the recommendation:**

Participants felt strongly that this recommendation was included in the report because of the extensive interviews with survivors and others who were involved over a long period of time, and as a result it would be inappropriate to ignore that evidence whilst putting in place all the other 'management steps' that accompany the remaining recommendations.

**The Inquiry gives an opportunity to wipe the slate clean:** the inquiry heard a *"massive amount of evidence which was negative - abuse, lack of love, lack of nurturing"* and if those survivors had indicated that redemption of the site was appropriate, all the recommendations should be adopted. They argued there *"is a tendency to say one thing and do another in Jersey"*: they keep asking *"til they get what they want: Jersey has a poor record of listening...Survivors need recognition of what happened. It is so terrible – some form of atonement is necessary... The States of Jersey must ACT to show their remorse beyond management steps"*.

**Remorse:** Participants talked about how the site was used as a threat to young people at the time, indicating a local knowledge about what was going on without any action to rectify it. There is a need for the States of Jersey to acknowledge this and show remorse properly. To date, the group felt this hadn't been done genuinely: they discussed the lack of emotion or shock when politicians initially heard there were over fifty victims (the early days of the initial investigation), and how their public face changed when they heard the extent of the abuse through the Inquiry. They argued politicians gave an apology on paper but showed no emotion when verbally stating that.

**Financial/Moral Position?** The consultation paper offers a cost for the demolition of the site, which is often quoted as being a wasteful use of resources. However, this group felt the cost was minimal in relation to the overall cost of the abuse, and the Inquiry itself. They discussed the way in which the public and press had covered compensation to survivors in a negative way implying some were being inauthentic in their claims, yet there was no apparent outrage shared in the high legal fees paid to defend and negotiate such compensation when fees amounted to more than the survivors received. It was felt that this recommendation offered a new opportunity for those decision makers to show their remorse beyond money to a moral imperative: *“It tells the world our values and demonstrates our learning and willingness to deliver all the recommendations from the vast amount of evidence. We need a new culture of speaking out”*.

The group felt that redemption of the site and demolition of the building would offer *“a demonstration of the States of Jersey’s determination that the future should be different”*. We heard that the building was *“ugly”*, *“associated with evil and wrong doing”*, *“sinister”* and a *“form of containment and imprisonment”* and as a result the building has *“no right of survival”*. Eradicating the building is recognition of the sense of guilt that Islanders feel: *“it eradicates the bricks and mortar that it was allowed to happen in”*.

**Symbolism:** The bricks and mortar are symbolic of the abuse there and elsewhere; the group recognised that all buildings associated with abuse could not be demolished but argued this was different due to *“the sheer scale of suffering that took place over decades”*. When asked if it should be retained in the same way as Jersey retained the War Tunnels, they argued it was very different to that because this evil was ‘home grown’ and the symbolic act of demolition recognises that home grown evil and pain caused and seeks to show a national remorse for that history. They talked about it being similar to a scene in the film Forrest Gump. The group knew that demolishing the building will not remove all the pain to the individuals involved but that *“It rights a wrong for Jersey, not just survivors”*, and requires decision makers to make a moral decision beyond financial and usefulness arguments relating to the site: *“it is a moral decision and there is a moral imperative to abolish it – it is a clear statement of remorse”*.

The group felt there would be regret from many if this decision is not taken when they have a chance. Islanders have to hear people talk about this on their holidays and across the world wherever they go – demolition demonstrates the humility of the States of Jersey. If the building remains there is a tacit acceptance of the wrong doing - the act of preservation does not create atonement. *“The shame of the Island”* needs to be demonstrated locally and internationally: *“we cannot allow the conversation to go on for another 30 years: if demolished you open up a beautiful world to make more people happy”*.

There was a view that no other act could offer the symbolic remorse felt by all those in Jersey.

In terms of the remaining element of the recommendation there was a view that if a modern building were to replace the former Haut de la Garenne site, this should be located in a central part of the Island for all to see and use. Recognition of where there was most need was considered to be important and as a result there was a view that a new site in St Helier may be the best location.

**Concept of a memorial:** The overarching message that related to this issue was ‘lest we forget’. Some of the other comments included:

- Don’t just stick a lump of rock in a corner.
- Don’t use it as a tourist site.
- Don’t rush to put up a monument – rushing would be a mistake.
- Maybe a bronze sculpture of a child playing – small within nature so it doesn’t dominate, but acknowledges the history.
- Jersey Care Leavers Association should be involved if possible.<sup>1</sup>
- Not a museum – it is sweeping this under the carpet and history shows that museums are difficult to retain.

**Future use of site if it is redeemed:**

The group recognised and valued the positive youth activities that have taken place on the site over recent years, and this could and should be supported. They felt those services should be valued by the States of Jersey and the people involved in delivering them should be recognised for the valuable contribution they have made in offering positive youth activities. However, they felt the site should still be redeemed and the existing tenants be supported to relocate to other buildings that are unused by the States of Jersey.

When participants were asked what compromises could be made if the building wasn’t redeemed, they were very clear that there should be no compromise: they felt recommendation 8c should be adopted on the basis of the evidence that the Inquiry received and the subsequent view that it should be redeemed.

Should the recommendation be ignored they expressed the following sentiment in relation to the future use of the site:

- Decommission the building and moth ball it until young people want to do something with it: it can take decades for people to recognise the wrong doing that took place there and the space to breathe could allow those stories to emerge.
- The future use of the site should be in the hands of future youth with the States of Jersey as its custodian whilst they decide how to use it. The dimension of time - maybe 10 or 20 years should be introduced because we have seen with other historical abuses, that over time we learn more and therefore the decision on its use will be better made with the passing of time.
- Don't build on the site: keep it as a natural environment - parkland/open space. Young people were locked in the cellar with cruel acts of abuse performed. They didn't get to enjoy the view of where they lived so that should be part of the way in which the land is used in future.
- Other uses could include a family camping site with a place allocated to those who want to grieve, or it could be given to the National Trust to return to nature.

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1. This group was dissolved when the Inquiry report was published.

# GROUP TWO: UNSUPPORTIVE OF THE RECOMMENDATION

## **Narrative and rationale informing support for the recommendation:**

*“We should look at this an inspiring opportunity and should not just been seen as an embarrassing problem”.* Overall those who were opposed to the implementation of this recommendation argued that it feels like the wrong thing to do for the people of Jersey, and survivors of the abuse. There was a strong feeling that this recommendation went beyond the terms of reference of the Inquiry and *“should not have been in the report”.*

Demolishing Haut de la Garenne, and not doing the same with Aviemore, or other places of abuse, or banning the Battle of the Flowers (because they invited Jimmy Savile to lead the Battle on two occasions, thereby, arguably, offering access to children and young people that should not have been offered) seems like an unbalanced position to take. The focus on demolishing the building was argued to be a ‘scapegoat’ or a ‘cop out’ from addressing the other abuse that takes place on the Island. There was a general objection to using the building as a symbolic gesture by the States of Jersey to attempt to heal the abuse of some young people. This discussion extended to a dialogue about the abuse that takes place in the parental homes of children and young people and participants felt there could be no intention of knocking down homes as a symbolic gesture for those young people.

Some participants argued that this was a *“warped way of saying that those who were ‘lucky enough’ to be abused at Haut de la Garenne’ can be healed through a symbolic act of demolition, whereas others can’t... Are we saying that was less significant and the rest of the abuse on the Island is less significant because not important enough to knock a building down?”.*

The survivor and the professional psychotherapist who attended this group argued that such a symbolic gesture portrayed a misinformed view of how victims of abuse heal. Whilst there was respectful acknowledgement of the possibility that survivors may have asked for the building to be demolished, and those conducting the Inquiry may have felt it to be a positive symbolic gesture, the reality of those who suffered the impact of abuse is that they rarely find any healing in such symbolic gestures. The building was seen as part of the heritage of the Island which should be acknowledged, and different futures demonstrated through actions beyond demolishing buildings.

The group argued that decision makers have two options:

1. Look back with a sense of shame and failure, with no vision for the future, which results in knocking it down; or
2. Demonstrate that important lessons have been learned and the States of Jersey still have a duty to positively serve the people of the Island, which could result in retaining the building and using the money saved to offer positive lifetime support to survivors. Current use of the building, since it ceased to be used as a children's home, has been positive and has had a positive impact those using it from disadvantaged backgrounds. The Jersey Accommodation and Activity Centre (JAAC) attracts school trips and youth visits from some of the poorest parts of Normandy and Brittany, whilst also attracting children and adults to the Island who experience positive happy memories. This offered evidence that the building is being healed in its new purpose, and that the people committing abuse are the issue, not the building. Visitors creating positive memories at the site were thought to return in future years, making a positive contribution to the tourism industry as well as putting the building to good use.

3. The contribution of JAAC was argued to be significant with the following views offered:

- 42% of their income goes to outside parties on Jersey helping the economy.
- The children enjoying JAAC now will come back when they are older with their families. Helping future tourism for Jersey.
- Financial savings for the States of Jersey as a result of not having to provide security, boarding, and grass cutting that would exceed £1000 per month.
- "Provides fantastic memories" – can't put a price on positive memories and lives changing for the better.
- Jersey children interact with French children and they stay in touch with each other.
- Half of customers are adults which also provides more tourism opportunities and economic benefits of having new visitors.
- Sports groups use the facility because there is no other budget accommodation that allows them to visit the Island.
- Building has been used, and improved inside and out – it is a good place for visitors to attend now.
- It is now fully booked as a result and a good going concern without much advertising to schools.
- Offers Frisbee golf, bush craft etc. for people to share the views.

Knocking it down is unfair to those who have tried to make it a positive place and bring positive memories to a negative past.

There was a strong feeling that the extended abuse of residents, the subsequent Inquiry and the constant media coverage of both is enough negativity for survivors who did not choose to have reminders of their lives constantly in the press. Focusing on the positive reasons for retaining the building should be a priority.

Getting young people involved in its future use was seen to be important, ensuring future generations are at the cutting edge of safeguarding practice. The group asked what might be the best way to continue the role of the youth parliament in these types of decisions? And how young people who have been affected by abuse could undertake future inspections, holding anyone who continues to abuse children and young people to account. When asked about possible compromises on the position to retain the building, the group felt as strongly as the previous (pro-demolition) group arguing there is no compromise. This group felt that *“we are in a period of compromise with the JAAC use: it is being used for positive activities benefitting children and young people who wouldn’t usually have holidays”*.

The abuse is the fault of the state. The legacy should be a proactive group of young people holding that hold the state to account regarding safeguarding. Stopping abuse was the imperative of the state rather than knocking down the buildings that it takes place in: *“knocking this building down will not stop abuse – people will stop abuse”*.

Some have argued that the presence of the building is a constant reminder of the abuse – when this group were asked about this they felt it was an exaggerated opinion as many people on the Island don’t know where Haut de la Garenne is. One participant of the group spoke about the parents of his children’s friends constantly asking *how to find the building if they have a party for birthdays: “it is not a place that you walk past – it is out of the way. No one goes there”*.

**Concept of a memorial:** The group discussed this and suggested that it should be located somewhere else – possibly the centre of town. They spoke of a possible service of remembrance, and that a future memorial should be a symbol of promise to the future generations.

**Future use of site if it is redeemed:** The Inquiry should be used as a springboard to discover the dreams and visions of young people to be proud of the building in the future and should not be demolished. If, however the recommendation is implemented, the group felt that politicians making this decision should be mindful that with the right people and ideas good things can be done to create positive futures, and the demolition need not happen.

The site belongs to the people of Jersey and is their resource: the group felt it should remain a public facility. If it was removed it would be like removing a public asset which is not within the remit of any of the recommendations.

If used as a park the group felt that if people drove there, by the time they had parked it wouldn't leave much of a space to enjoy. Some felt that if the site was left as a green site no one would use it: the area does not lend itself to high volumes of residents because it is remote. It would require a full infrastructure in place before that level of transformation could take place.

When asked about the recommendation to replace the existing building with a new one, there was strong opinion that the IJCI recommendation implied a new building should be returned to the department responsible for children's services.

The group felt the existing building should be retained for historical purposes but that if it was returned to children's services, the existing tenants should be adequately compensated. They felt that the input that the JAAC has made to preventing disrepair must be recognised and compensated appropriately. If the building were to be demolished and replaced by a purpose-built building, the group thought this would become unaffordable for the JAAC to use and make accommodation costs much higher.

