

A SHADOW CAST LONG

INDEPENDENT REVIEW REPORT INTO INCORRECT BIRTH REGISTRATIONS

COMMISSIONED BY THE MINISTER FOR CHILDREN AND YOUTH AFFAIRS

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1. INTRODUCTION – SETTING THE CONTEXT

1.1 The following section is divided into three sub-sections with a conclusion to provide a background to the Independent Review established by Minister Zappone in May 2018:

- Context – establishing the Review
- Legal Context – Adoption in Ireland
- Social Context – Illegitimacy; Children; Church and State
- Conclusion

(a) Context - establishing the Review

1.2 Tusla, the Child and Family Agency, informed the Department of Children and Youth Affairs (DCYA) on 23rd February 2018, that it had found documentary evidence of apparent ‘incorrect’ or illegal birth registrations in a number (126 records) of the 13,500 records which had been transferred to it from the former St. Patrick’s Guild Adoption Society (SPG).

1.3 The incorrect registrations were identified in records created between 1946 and 1969. Incorrect birth registrations are those in which:

- the name of a person who is not a birth parent of a child is entered in the register of births as a parent of that child as if he/she had been born to that couple/ individual; and/or
- information regarding the child, his/her date of birth, or parentage is inaccurately recorded.

- 1.4 In some of these instances individuals had not been informed that they had birth parents. They are, therefore, unaware of their true identity and family origins.
- 1.5 For many years prior to 2018 it had been known that there were incorrect birth registrations, this is considered further in section (c) below. Due to the action taken by those responsible for creating incorrect birth records to conceal their actions proving instances of incorrect birth registrations is a complex task. In the timescale established for this Phase 1 scoping exercise the emphasis is on identifying potential indicators of incorrect registration practices not to provide proof of such practices in individual cases. Tusla's experience in respect of the 126 cases brought to the Minister's and the Taoiseach's attention is that establishing evidence to confirm illegal birth registrations took considerably longer than the time allocated to complete the Phase 1 process.
- 1.6 Incorrect registration of a birth is a criminal offence. Section 40 of the Births and Deaths Registration Act 1874 sets out the offences regarding falsifying entries to the Birth Register and the associated penalties for failing to comply with the law:

'Any person who commits any of the following offences; that is to say,

- 1. Willfully makes any false answer to any question put to him by a registrar relating to the particulars required to be registered concerning any birth or death, or willfully gives to a registrar any false information concerning any birth or death, or the cause of any death; or,*
- 2. Willfully makes any false certificate or declaration under or for the purposes of this Act, or forges or falsifies any such certificate or declaration, or any order under this Act, or, knowing any such certificate, declaration, or order to be false or forged, uses the same as true, or gives or sends the same as true to any person; or,*
- 3. Willfully makes, gives, or uses any false statement or representation as to a child*

born alive having been still-born, or as to the body of a deceased person or a still-born child in any coffin, or falsely pretends that any child born alive was still-born; or,

4. *Makes any false statement with intent to have the same entered in any register of births or deaths;*

Shall for each offence be liable on summary conviction to a penalty not exceeding ten pounds, and on conviction on indictment to a fine or to penal servitude for a term not exceeding seven years.¹

- 1.7 The significant nature of the penalty for falsifying birth records means practice was, therefore, generally covered up; few or no records were created or maintained due to the associated legal jeopardy.
- 1.8 In the case of SPG unusually, the records included a marker specifying ‘*adopted from birth*’. Tusla in cross-checking the SPG records with those of the Adoption Authority of Ireland and the GRO, successfully identified 126 incorrect registrations, now 148. In addition to advising the Taoiseach Tusla also notified the Commission of Investigation into Mother and Baby Homes, and transferred relevant records to it. It also notified An Garda Síochána (AGS) with whom it is liaising; it has provided AGS with a sample of requested cases.
- 1.9 In addition to the information emerging from Tusla’s review of SPG’s records, the Adoption Authority of Ireland (AAI) has identified possible cases of incorrect registrations in its records. These findings generally emerged as a result of individuals seeking information through the National Adoption Contact Preference Register. The latest number of possible cases identified by AAI, is 141 of which 106 have been confirmed as incorrect registrations (See Appendix 1). AAI has

¹ Section 40, Births and Deaths Registration Act, 1874
<http://www.irishstatutebook.ie/eli/1874/act/88/enacted/en/print.html>

previously published this information and is continuing to conduct a detailed review to ascertain what, if any, further facts can be established.²

- 1.10 In light of the St Patrick Guild findings the Minister for Children and Youth Affairs directed in May 2018 that an analysis of adoption records should be carried out to see if the extent of incorrect registrations of births could be established, in the first instance from an initial exercise to be overseen by an Independent Reviewer.
- 1.11 The Minister directed that records of former adoption agencies held by Tusla or the AAI be sampled. These agencies hold some 100,000 records. In addition, a wide range of existing and former adoption agencies hold an estimated 50,000 records.
- 1.12 Given the volume of the records requiring to be examined, estimated to be in the region of 150,000, dating back to the 1900s, held in a variety of locations and in a range of formats the Minister in the first instance decided that an initial analysis of a sample of records should be conducted. The aim being to determine what, if any, '*markers*' were employed in case records which might indicate the likelihood of the birth registration being incorrect, as occurred in the SPG records (see Para 1.8 above). The first Phase exercise is designed to provide information to assist the Minister reach a decision about what, if any, subsequent action might be taken to identify more fully the extent of incorrect birth registrations.

(b) Legal Context – Adoption in Ireland

- 1.13 The 1952 Adoption Act permanently transferred parental rights from the biological parents to adoptive parents.³ In Ireland, the practice of adoption developed from

² Note: The AAI have clarified that they have not confirmed that any of these are cases of illegal birth registration.

³ The 1952 Act provided for a permanent transfer of parental rights and obligations from the birth parents to the adoptive parents. Once an adoption order was made, the child was considered as the child of the adopter(s) born to him/her or them in lawful wedlock, with the birth parents losing all parental rights.

the “boarding out” system used by Poor Law Unions and charity organisations in the nineteenth century. The 1862 Poor Law Amendment Act made it possible for Boards of Guardians to “board out” orphan and deserted children under the age of five;⁴ the “boarding out” system was advanced further by legislation in 1869 and 1876.

- 1.14 The census of 1911 is one of the first examples of the use of the term “adopted” to describe a non-biological familial relationship, although at that time the practice was not legally regulated on the island of Ireland. A total of 438 children aged from 1 month of age were identified as having been “adopted” across the island of Ireland; of which just under a third were adopted in what is now the Republic of Ireland.⁵ The majority of children adopted in Ireland had a home address within the Dublin enumeration area.
- 1.15 The UK create a legal basis and framework for the practice of adoption by enacting the Adoption of Children Act 1926; the Adoption of Children (Northern Ireland) Act 1929 and the Adoption of Children (Scotland) Act 1930. These adoption acts legally clarified the difference between fostering and adoption. Ireland did not enact adoption legislation until 1952. The lack of a legal basis for adoption in Ireland meant that the two terms “adoption” and “boarding out/fostering” were on occasion used interchangeably, despite having different meanings.
- 1.16 Prior to 1952 no legislation existed to regulate adoption practice in Ireland. Those adoptions which occurred prior to the commencement of the Adoption Act 1952 were arranged on an informal basis. Dr G Shannon noted that the 1952 Act *‘provided the legal basis for adoption in Ireland and for the establishment of the Adoption Board, bringing order to the ad hoc arrangement which had operated hitherto. The legislative framework for adoption was, at that point, closely allied to*

⁴ Burke H, *The people and the poor law in the nineteenth century Ireland*, (West Sussex, 1987), p. 230.

⁵ Stewart C M, *A study of the infrastructure and legislation for adoption in Ireland c.1911-1971*, Appendix 1
<http://eprints.maynoothuniversity.ie/4876/1/Colleen%20Stewart%20PhD.pdf>

*the quest for the provision of a socially acceptable family environment for children born of “irregular unions” and simultaneously providing a fresh start for the unmarried mother of the child concerned. The adoption code that was introduced by the 1952 Act was seen as a private, consensual mechanism designed to facilitate a legal transplantation of a child into the adoptive family. Adoption was perceived as a means of saving the child from the opprobrium and stigma then attached to the status of “illegitimacy”.*⁶

1.17 Shannon further notes that: *‘The 1952 Act ... was introduced after much soul searching and controversy, and represented a compromise between, ... those who wanted legal adoption introduced to give them legal rights in respect of the child and, ..., the Christian churches who effectively controlled the “orphanages”. The churches were ... involved in the placement of children abroad for adoption by suitably religiously qualified couples, and so they could not be regarded as being opposed to adoption in principle. They feared, however, that adoption would be used as a vehicle for changing the child’s religion and it was, therefore, necessary to assuage such concerns in the legislation.’* Stewart in her PhD thesis notes that concern for the preservation of the religion of the children of poor Catholic unmarried mothers meant that *‘The organisation [the Catholic Protection and Rescue Society of Ireland (CPRSI)] arranged adoptions for Catholic babies whose faith was perceived as being in danger from proselytisers. It was set up to “save” the souls of Catholics rather than as a child welfare agency.’*⁷

1.18 The period covered by this Phase 1 scoping exercise is 1953 to 1996 during which time the Adoption Act was commenced and amended five times (1964, 1974, 1976, 1988, and in 1991). In the 1970s there were two Adoption Acts enacted and a 1979 referendum on adoption. The Sixth Amendment to the Constitution provided that orders made by the Adoption Board could not be declared unconstitutional because they were not made by a court. Less than a third of the

⁶ Shannon G, Adoption, Child Law, Chapter 9, Page 2

⁷ Op Cit, Page 11

electorate voted in the referendum (28.61%) on the Sixth Amendment which passed with 98.97 of voters endorsing the Constitutional amendment.

- 1.19 Access to birth records is currently under consideration. Proposals to deal with adoption information and access to records are contained in the Adoption (Information and Tracing) Bill 2016 which is presently before the Oireachtas. The current legislation on accessing birth records is bound by the limits around the privacy of adoption records set out in the 1952 Act (as amended), case law, constitutional considerations and the General Data Protection Regulations (GDPR) implemented on the 25th May 2018. Shannon notes: *‘The “closed” or “clean break” adoption was, in this respect, seen as a perfect avenue of escape from the dilemma in which these women found themselves. Secrecy is often regarded as an inevitable hallmark of “clean break” adoption. The complications that this causes, however, are manifold, especially for the adopted child wishing to learn more about his or her origins and meet his or her natural parents.’*⁸ Adopted persons are, therefore, currently able to request non-identifying information from their placing agency or the Adoption Authority of Ireland. Adopted persons can only receive identifying information with the consent of their birth parents. Tusla provides an Information and Tracing service to adopted persons.

(c) Social Context – Illegitimacy and Adoption

- 1.20 The Taoiseach, Leo Varadkar, in May 2018 said that another *‘dark chapter’* had been opened in the country’s history after it was announced that 126 births were illegally registered over a 23-year period. The Taoiseach said the people affected had a right to know their identity and their birth story. He added: *‘what was done was wrong, what was done robbed children, our fellow citizens, of their identity.... It was an historic wrong that we must face up to and again on behalf of the Government I’m very sorry for it.’* He added: *‘We are opening what is another*

⁸ Shannon, Op Cit, Section 9, Pages 209 -210

*chapter from the very dark history in our country, but we are a different country now.*⁹

1.21 Ireland is a very different country today than it was in the post War era. The following highlights the major changes in Irish society in terms of:

- illegitimacy;
- children;
- Church and State.

The discussion is not a social history rather it is an overview to enable the decisions of the past, including the illegality associated with birth registrations, to be understood without the imposition of the values and mores of Ireland in the twenty-first century. The aim is to avoid the use of hind-sight when reaching judgments not to excuse the wrong or illegality which occurred which continues to blight the lives of citizens today.

(a) Illegitimacy

1.22 Unmarried mothers and their infants were in the past an affront to morality. They were spurned and ostracised by society and often by their families. Children conceived '*in sin*' were deemed to have inherited their parents' lack of moral character and viewed as a drain on public resources. As already noted there was an '*opprobrium and stigma*' '*attached to the status of "illegitimacy"*' (see Para 1.1 above). This is evident in the comments of E.W. McCabe, in a talk to the Statistical and Social Inquiry Society of Ireland in 1949 entitled: *The need for a law of adoption*. McCabe claimed that: '*very many of these girls have such bitter and antagonistic feeling for their offspring that they will not have any wish to*

⁹ Belfast Telegraph Leo Varadkar Apologies to those affected by illegal adoptions, 30th May 2018
<https://www.belfasttelegraph.co.uk/news/republic-of-ireland/leo-varadkar-apologises-to-those-affected-by-illegal-adoptions-36961903.html>

*retain the child, but would prefer to be rid of a troublesome reminder of a fall from grace and social standing.*¹⁰ The main objection given for opposition to an adoption act was the likelihood that it *'would be an encouragement to moral laxity since it would become easier to dispose of unwanted children.'*¹¹ McCabe's comments convey the negativity of the time regarding illegitimate children as *'troublesome reminder[s]' and their mothers as sinners whose social standing had also been blighted.*

1.23 In a letter, dated 17th July 1982, Prof. Eamonn de Valera writes about one little boy: *'I am aware of the boy you have noted in your letter. I can confirm that no adoption certificate was necessary at that time because there was to be no further communication between the boy and his biological mother. An arrangement was made for a birth certificate in the late sixties for his new family. Given his illegitimate background we felt it best the child was placed in a good family as a matter of urgency.'*¹² Prof de Valera's action sought to hide the child's illegitimacy; it resulted, however, in an incorrect birth registration in respect of this child. The action to hide the child's illegitimacy serves as a commentary on societal attitudes towards illegitimacy at that time.

1.24 The Church regarded illegitimacy as an impediment to entering the priesthood. The Archbishop of Dublin, Dr McQuaid, therefore, wanted a clause to be included in the proposed Adoption Act which would force the Registrar General to disclose information in regard to an adoption at the request of the Adoption Board: *'as illegitimacy is a bar to Holy Orders, without a dispensation from Rome, His Grace considered it desirable that there should be some simple procedure for disclosure of information in proper cases.'*¹³

¹⁰ McCabe E.W., 'The need for a law of adoption' in Journal of the Statistical and Social Inquiry Society of Ireland , xxviii (1948/90p Cit Pages 181 - 182

¹¹ Op Cit Page 187

¹² Irish Mail on Sunday, 1st February 2015, Eamonn de Valera's son was involved in adoption of 'illegitimates' <http://cf.broadsheet.ie/wp-content/uploads/2015/02/B8w37usCYAA82pE.jpg>

¹³ [REDACTED] (most likely [REDACTED]), Discussion with most Rev. Dr. McQuaid archbishop of Dublin, 21 Jan. 1952 (N.A.I., MS 90/93/20)

- 1.25 When the 1952 Adoption Act was enacted adoption was confined to children between the ages of six months and seven years who were orphans or illegitimate children. This discrimination against legitimate children was removed by the Adoption Act 1988. There was, however, an extremely high bar of parental failure that had to be met in such cases; the Adoption (Amendment) Act 2017 subsequently lowered this threshold.
- 1.26 In addition to societal attitudes and the moral teaching of the Church in relation to illegitimacy the Irish Constitution, 1937, raised questions about the status of illegitimate children: *'the position of children born outside marriage is in a number of respects uncertain. The Courts have analysed a number of issues: whether the child born outside marriage has Constitutional rights and, if so, the Constitutional basis of those rights; whether the parents and the child (or the woman and the child) constitute a "family" for the purposes of Article 41 of the Constitution; and the Constitutional position of the mother and the father respectively.'*¹⁴
- 1.27 During the 1960s, according to the Adoption Board reports, the vast majority of illegitimate children were adopted. After 1971 there was a growth in the number of births in Ireland both inside and outside of marriage. However, the number of adoptions as a percentage of unmarried births fell during the 1970s. (See Table 1 – Birth and Adoption Trends in Ireland 1953 – 2016 (Table 1)). This can be attributed largely to the lessening of the stigma of illegitimacy and to the improved social services available to single parents who decide to care for their children themselves. In July 1973 an unmarried mother's payment was introduced for the first time; 1973 also saw the establishment of Cherish, a group that advocated for unmarried women who kept their children. Society's attitude to unmarried mothers and illegitimate children began to change in the 1970s and so did adoption practice.

¹⁴ Law Reform Commission Report on Illegitimacy, 1984, Para 30
<http://www.lawreform.ie/fileupload/Reports/rlllegitimacy.htm>

- 1.28 The Report of the Law Reform Commission on Illegitimacy, considered whether the abolition of the status of illegitimacy and the equalisation of legal rights of children would be constitutional. It noted that: *'it could be argued that since, under Article 41.3.1 of the Constitution, the State pledges "to guard with special care the institution of Marriage on which the Family is founded, and to protect it against attack", that pledge would be broken by a statute which gave rights to persons who are not members of the Family (as that term is understood in the Constitution) at the expense of members of the Family. Moreover, it might be considered that the removal of the status of illegitimacy would weaken the respect in society for the institution of marriage and in that way offend against the Constitutional pledge.'*¹⁵
- 1.29 The Commission examined in detail the various ways in which the present law on the subject of illegitimacy might be reformed. *'Our basic premise during our deliberations was that, so far as the rights of children are concerned, it is unjust for the law to distinguish between children on the basis of the marital status of their parents.'*¹⁶ *On the basis that the rights of children should not be restricted on the ground of the marital status of their parents, we consider that the status of illegitimacy should be removed from our law. It seems to us impossible to have true equality of rights as long as this status exists.'*¹⁷
- 1.30 The Commission appreciated, however, *'that social attitudes towards children outside marriage are not exclusively (and perhaps not in large part) dependent on the continued existence of the status of illegitimacy. Its abolition will not, at a stroke, transform these social attitudes, but we consider that it may have some effect in changing public opinion and private attitudes on this question'*.¹⁸

¹⁵ Law Reform Commission Report on Illegitimacy, 1984, Para 198

¹⁶ Op Cit Para 193

¹⁷ Op Cit, Para 194

¹⁸ Op Cit, Para 195

- 1.31 By 1984 the Review Committee on Adoption articulated the view that: *'Children have a right to grow up in their family of origin and the State has a responsibility to facilitate this by securing the integrity and the economic and general well-being of the natural family. This requires that there should be wide-ranging social provisions aimed, in particular, at supporting the family in difficulty.'*¹⁹
- 1.32 In conclusion, attitudes to illegitimacy have changed dramatically since the enactment of the first Adoption Act in 1952. Then the percentage of births outside marriage in Ireland was 2.5% of all live births; by 2017 this had increased to 37.6%. (See Appendix 2)

(b) Children

- 1.33 The attitude to children has changed dramatically in Irish society as it has across Western Europe since the beginning of the twentieth century. Walsh notes: *'In the course of the past century this perception [of children] has altered greatly in light of advancements in society's understanding of children. There has been a gradual transformation in the position of children in society, and the rights and interests of children now receive unprecedented attain in the public domain.'* Walsh further noted that: *'These changes have been influenced, and indeed catalysed, by dramatic social, economic, familial, democratic, religious, cultural and political changes throughout the twentieth century.'*²⁰
- 1.34 Since the end of the Second World War, Ireland like most western societies has invested resources into services designed to promote the welfare of children whether in the form of education, health or social care services. Children are not

¹⁹ Adoption: report of review committee on adoption services 1984 Para 2.2

<http://www.lenus.ie/hse/handle/10147/45641>

²⁰ Walsh T, Constructions of Childhood in Ireland in the Twentieth Century: A View from the Primary School Curriculum 1900 – 1999 , Child Care In Practice, Volume 11, No 2, April 2005, Page 253

<http://www.eprints.maynoothuniversity.ie/TW-Constructions>

only an investment in the future but are increasingly being valued in and for themselves.

1.35 The Kennedy Report and the Memorandum on Deprived Children²¹ by CARE both recommended that child care services should, as far as possible, be unified under one government department. Successive governments accepted that view and in 1974 the Government assigned in principle the main responsibility in relation to child care services to the Minister for Health. A Task Force on Child Care Services was established with the following terms of reference:

- (i) to make recommendations on the extension and improvement of services for deprived children and children at risk;
- (ii) to prepare a new Children's Bill, up-dating and modernising the law in relation to children;
- (iii) to make recommendations on the administrative reforms which may be necessary to give effect to proposals at (i) and (ii) above.²²

1.36 The Task Force reiterated the importance of integrating child care services under the aegis of the Minister for Health and made a comprehensive range of recommendations aimed at updating and developing services for children in need of care. As part of the continuing process of unifying child care services under one Department, responsibility for the Adoption Board and adoption matters generally was transferred²³ from the Minister for Justice to the Minister for Health with effect from January, 1983. It also *'identified a number of major issues which, we felt, required to be dealt with. These included such issues as children's rights, the identification of children who were deprived or at risk, the age of criminal responsibility and the judicial system as it applied to children, the range of*

²¹ Children Deprived. The CARE Memorandum on Deprived Children and Children's Services in Ireland (1972)

²² Final Report of Task Force on Child Care Services (1980), Page 26

²³ Justice (Transfer of Departmental Administration and Ministerial Functions) Order. 1982.

*residential and non-residential services required for children, the administrative structures necessary for the effective delivery of children's services and of course, the financial implications of our proposals.*²⁴

- 1.37 The second of the Task Force's Terms of Reference were deferred: *'Because of the desire of the Government to receive a report speedily we were recently directed to depart from our original terms of reference insofar as the preparation of a Children's Bill was concerned. However, we are submitting this report on the understanding that the Department of Health is to prepare the heads of such a Bill based on our recommendations and to submit it to us.'*²⁵
- 1.38 Changes to children's legislation did not, however, take place until 1991 when the Child Care Act was enacted. This meant that the Children Act, 1908 informed children's services in Ireland for much of the 20th century; it was the first Act passed in Ireland explicitly related to the welfare of children. The 1908 legislation was amended by *Statutory Instrument No. 8/28 – The Children Act 1908, Adaptation Order 1928*. Under Section 12 of the Adaptation of Enactments Act 1922 (No. 2 of 1922) *'the Executive Council of Saorstát Eireann may ... by order make all such general or specific adaptations of or modifications in any British Statute which in the opinion of the Executive Council are necessary in order to enable such Statute to have full force and effect in Saorstát Eireann. The Act was to be entitled The Children Act, 1908, Adaptation Order, 1928.'* By this means the Act was formally incorporated into the statute book of Ireland.
- 1.39 The Child Care Act, 1991 was introduced on a phased basis with full implementation occurring in December 1996. The implementation of the Act was accompanied by a sustained programme of investment during the period from 1993 to 1996. The additional funding (of some IR70m by 1999) was to establish an infrastructure for child care services, in particular the appointment of

²⁴ Final Report of Task Force on Child Care Services (1980), Para 1.3.4, Page 27

²⁵ Op Cit Para 1.6.2, Page 31

additional staff to facilitate Health Boards in the discharge of their new responsibilities under the Act.

1.40 The Act sought to take account of the pending ratification by Ireland of the UN Convention on the Rights of the Child (UNCRC) in 1992 which contains rights relating to every aspect of children's lives. Nations that ratify this convention are bound to it by International Law. Compliance is monitored by the UN Committee on the Rights of the Child, which is composed of members from countries around the world. Key principles of the UNCRC, include:

- Article 2 – *'States Parties shall respect and ensure the rights set forth in the present Convention to each child within their jurisdiction without discrimination of any kind, irrespective of the child's or his or her parent's or legal guardian's race, colour, sex, language, religion, political or other opinion, national, ethnic or social origin, property, disability, birth or other status.'*
- Article 3 – *'In all actions concerning children, whether undertaken by public or private social welfare institutions, courts of law, administrative authorities or legislative bodies, the best interests of the child shall be a primary consideration.'*
- Article 5 – *'States Parties shall respect the responsibilities, rights and duties of parents or, where applicable, the members of the extended family or community as provided for by local custom, legal guardians or other persons legally responsible for the child, to provide, in a manner consistent with the evolving capacities of the child, appropriate direction and guidance in the exercise by the child of the rights recognized in the present Convention.'*
- Article 6 – *'(1) States Parties recognize that every child has the inherent right to life. (2) States Parties shall ensure to the maximum extent possible the survival and development of the child.'*

- Article 8 – ‘1. States Parties undertake to respect the right of the child to preserve his or her identity, including nationality, name and family relations as recognized by law without unlawful interference.’
- Article 12 – ‘States Parties shall assure to the child who is capable of forming his or her own views the right to express those views freely in all matters affecting the child, the views of the child being given due weight in accordance with the age and maturity of the child.’
- Article 19 – ‘State parties shall take all appropriate legislative, administrative, social and educational measures to protect the child from all forms of physical or mental violence, injury or abuse, while in the care of parent(s), legal guardian(s) or any other person who has care of the child.’²⁶

1.41 The purpose of the 1991 Act was to *'up-date the law in relation to the care of children, who have been assaulted, ill-treated, neglected or sexually abused or who are at risk'* (Explanatory Memorandum accompanying the publication of the Act). The fundamental principles of the Act place a duty on Health Boards to promote the welfare of children who are not receiving adequate care and protection. *'In carrying out their functions the boards are obliged, having regard to the rights and duties under the Constitution, to regard the welfare of the child as the first and paramount consideration and in so far as practicable to give due consideration to the wishes of the child, taking into account his or her age and understanding.'* (Report of the Working Group on Foster Care, Stationery Office, Dublin, 2001 Para 1.5)

1.42 The main provisions of the 1991 Act include:

²⁶ The United Nations Convention on the Rights of the Child www.cypcs.org.uk/rights/uncrc/full-uncrc

- the placement of a statutory duty on Health Boards [established in 1970 by the Health Act] to promote the welfare of children who are not receiving adequate care and protection up to the age of 18;
- the strengthening of the powers of the Health Boards to provide child care and family support services;
- the improvement of procedures to facilitate immediate intervention by Health Boards and the Garda where children are in serious danger;
- the revision of provisions enabling the courts to place assaulted, ill-treated, neglected, sexually abused children, including those at risk, into the care of, or under the supervision of, regional Health Boards.

1.43 The Child Care Act, 1991 clarified, for the first time, the role, duties and powers of the Health Boards. It represented the first change in child care legislation since the establishment of the Irish State. It also provided an important step towards the State's ratification of the UNCRC with its emphasis on the rights of children. In 1996 the Government stated that: *'the key principles of the Act reflect very closely the provisions of the Convention in relation to the right to protection from abuse, and the right to proper standard of care. The Act aims at ensuring that the best interests of the child are a primary consideration and that the child's right to have due consideration given to his or her wishes is protected.'*²⁷

1.44 The position of children in Ireland has developed and evolved throughout the twentieth century with: the basis for discrimination of any type removed (Article 2 UNCRC); their right to identity asserted (Article 8); and the voice of the child being heard in decisions which impact upon him/her (Article 12 UNCRC). The social context which allowed for discriminating against illegitimate children and

²⁷ Para 26 https://www.dcy.gov.ie/documents/unrightsofchild/First_Report_of_Ireland1.pdf

the obliteration of children's identity no longer prevails in the multinational, globalist and cosmopolitan Ireland of today; for many understanding the past is difficult from today's values.

(c) Church and State

- 1.45 Perhaps the most dramatic change has been in the relative position of the Church within the Irish State. Inglis notes: '*There was a time, not so long ago, when the Republic of Ireland was a homogeneous society and culture. The vast majority of people were white, English-speaking and Catholic. Over the last fifty years, the cultural map of Ireland has changed dramatically. Ireland has become a multinational, cosmopolitan, globalised society. There has been a shift in the balance of cultural power away from the Catholic Church towards the state and the media. The Catholic Church no longer has a monopoly over morality. Everyday life has become more secularised: people no longer operate in the same Catholic time and space.*'²⁸
- 1.46 A sharp contrast from the account of Irish society portrayed by Milotte: '*The decade after World War Two was probably the most desolate and gloomy period in modern Irish history. As a wartime neutral, the country was cut off from progressive post-war developments in Europe, and isolation simply made the country more conservative than it already was. Ireland was a solidly Catholic country and the Church's authority was unquestioned, at least in public. It was still a predominantly rural society as well.*'²⁹
- 1.47 The *special position* afforded to the Catholic Church by Article 44 of the Irish Constitution was amended by the Fifth Amendment of the Constitution Bill 1972 which proceeded to a referendum on 7 December 1972. The referendum passed

²⁸ Inglis T, A snapshot of how Ireland has changed, Irish Times 17th June 2016 <http://www.irishtimes.com/books/a-snapshot>

²⁹ Milotte M., Banished Babies, Updated and Expanded Edition, 2012, Page 9

with 84.38% of the votes cast agreeing '*To removed references to "special position" of the Catholic Church and to other named denominations*'; just over halve of the electorate exercised their right to vote (50.67%).

- 1.48 The nature of the *special position* of the Catholic Church was not explicitly stated. It is, however, apparent that the Church held considerable sway over social, educational and health policies within the Irish State. Fahey comments that: '*The survival and expansion of Catholicism in the nineteenth century was due in part to the Church's extraordinary success in developing a role as a provider of mass social services. Catholic schools, hospitals, orphanages and other similar institutions multiplied and flourished ... In some countries (such as Ireland) the Church eventually entered into various forms of partnership with the State in jointly providing social services.*' Fahey further commented that the influence of the Church on Irish social policy was due to its social teaching and its practical role as a major provider of social services.³⁰ Louise Fuller notes: '*The Catholic Church assumed vast power and influence in early twentieth century Ireland based on political, social and religious developments in the course of the nineteenth century. The first Irish governments under Costello and de Valera were deferential in relation to the power and place of the Catholic Church in Irish life.*'³¹
- 1.49 As early as 1933 the Department of Justice considered enacting adoption legislation. In 1944 '*S.A. Roche of the department of justice wrote to the archbishop of Dublin, Dr. John Charles McQuaid, outlining queries about adoption received since 1939. Roche explained that when adoption had been previously examined it was the advice of the C.P.R.S.I. that had persuaded the department of justice not to legislate.*'³² This was the first occasion that the State

³⁰ Fahey T, *The Catholic Church and Social Policy*, Page 1,
https://www.jstor.org/stable/27663634?seq=1#page_scan_tab_contents

³¹ Fuller L, *Religion, Politics, and socio-cultural change in Ireland in twentieth century Ireland*, 2005
<https://www.tandfonline.com/doi/abs/10.1080/1084877052000321976?journalCode=cele20>

³² Copy S.A. Roche to Dr. McQuaid, 12 Jan. 1944 (N.A.I., MS 90/93/17) cited in Stewart C, PhD thesis Maynooth P117

sought advice from the Church on adoption legislation. Dr McQuaid in his response, dated 14th January 1944, requested a meeting to discuss adoption. *'The archbishop wrote to Roche on 13 March 1945 clearing up any misunderstandings that might have arisen: "legal adoption as such is not contrary to the tenets of the Catholic Faith. I have hitherto seen no provision that to my mind would safeguard the faith of children. If your draftsman can put forward such a provision, it would be a matter of great interest to me."* This was a clear indication from the archbishop that he was not in favour of adoption legislation as the situation currently stood.³³ McQuaid's opposition to adoption resulted in the Department adopting the position that: *'although in some cases an adoption law would be beneficial, there were serious difficulties with enacting adoption legislation. Religious safeguards were identified as the main difficulty. Until this difficulty could be overcome no legislation would be introduced.'*³⁴ The Adoption Bill (later enacted as the Adoption Act 1952) was introduced because of the consistent demands for such legislation.

- 1.50 The Church's influence on the Adoption Act of 1952 in relation to illegitimacy has been referred to at Para 1.24 above. The delay in introducing this legislation was due to the difficulty in resolving religious concerns to Dr McQuaid's satisfaction. Despite the resistance to domestic adoption the Church and its institutions worked actively to provide children for adoption outside Ireland, mainly in the USA. The concerns about the appropriateness of such adoptions and the suitability of the adopters became an increasing issue. Diarmaid Ferriter stated: *"The decision to cover up the scandal of foreign adoptions was taken for the same reasons for which other issues had been repressed. Adoption legislation was eventually introduced in 1952, but only after foreign newspapers drew attention to what some termed the "black market" in Irish babies."*³⁵

³³ Ibid Page 118

³⁴ Ibid Page 119

³⁵ Ferriter D, Occasions of Sin (London, 2009) Page 330

- 1.51 Milotte quote from a Department of External Affairs paper, dated the 5th September 1950, illustrates the influence of the Catholic Church. When explaining why a response had not been made to the Health Minister's query made several months previously about the legal status and general welfare of children leaving for America a senior official wrote: '*because ... I am not aware whether the Archbishop has yet arrived at any policy.*'³⁶ The reply to a government Minister was, therefore, dependant on the position of the Archbishop becoming clear.
- 1.52 The concerns relating to adoption and foreign adoptions, in particular, did not, however, serve to undermine the status of the Church. Since the mid 1990s the Church's reputation has, however, been continuously damaged by a deluge of allegations and revelations about its priests, religious orders and the Institutions they operated. Cases like that of Father Brendan Smyth, a serial paedophile, who was permitted to remain in the priesthood after his offences were known by the Church's hierarchy resulted in damage to the Church and State. The Fianna Fáil -Labour government collapsed in December 1994 due to the Brendan Smyth scandal.³⁷
- 1.53 From a situation where Departments of State officials and Ministers were seeking policy steers from the Church we now have a situation where the following comments have been made by Ministers and Taoiseach:
- Enda Kenny told the Dáil in July 2011 that '*the Catholic Church needed to be truly and deeply penitent for the wrongdoing it perpetrated, hid and denied.*'³⁸

³⁶ Milotte, Op Cit, Page 25

³⁷ *The two-year coalition between Fianna Fáil and Labour had collapsed the previous day following revelations about former Attorney General Harry Whelehan. Reynolds had recently nominated Whelehan as President of the High Court despite concerns of the Labour Party over his mishandling of the extradition of Fr Brendan Smyth to Northern Ireland to face child abuse charges. It then emerged that Whelehan had handled the extradition of another priest Fr Duggan in a similar way.* <https://www.rte.ie/archives/2014/1117/659992-government-falls-over-whelehan-controversy/>

³⁸ RTE 21.07.2011 Taoiseach in unprecedented attack on the Vatican

- Enda Kenny declared he is *'a Taoiseach who happens to be Catholic but not a Catholic Taoiseach after criticism by the Church of his adoption bill.'*³⁹
- Leo Varadkar on the eve of Pope Francis' visit said he *'hopes the visit will begin a new chapter in Ireland's relationship with the Church. ... I think in the past the Catholic Church had too much of a dominant place in our society. ... I think it still has a place in our society but not one that determines public policy or determines our laws.'*⁴⁰
- Minister Simon Harris, Department of Health in responding to Bishop of Elphin, Kevin Doran's remarks about the Church's teaching on contraception and same sex marriage: *'says religion plays an important role for many on an individual basis but it "will not determine health and social policy" in Ireland anymore. Please get that.'*⁴¹
- Minister Zappone, Department of Children and Youth Affairs, in a letter to the Pope, in relation to Mother and Baby Homes: *'It is my strong conviction that given the role of the Church in this shameful chapter of Irish history it must play a practical role in addressing the hurt and damage. I believe that the church should contribute substantially to the cost of whatever the option is decided by government. This should be done willingly, unconditionally and quickly. Nothing less will demonstrate remorse.'*⁴²

1.54 The balance between Church and State has shifted dramatically in modern Ireland. From a position where the Church had unquestioned authority over matters of morality, social and health policy a modern Ireland exists which has flouted the Church's teaching on marriage, contraception and abortion, and

³⁹ Irish Independent 12.06.13, Enda Kenny insists he is not a "Catholic Taoiseach"

⁴⁰ BBC 23.08.18 Leo Varadkar has said he is glad the Catholic Church is now less dominant in public life

⁴¹ Irish Examiner 05.08.18 'Please just make it stop' – Simon Harris responds to Bishop's contraception comment

⁴² Minister Zappone's letter to the Pope in Tuam – Irish Examiner 27.08.18

sexuality. The State has also been empowered to legislate in sensitive issues and to assert its position as Ireland becomes an increasingly secular society.

(d) Conclusion

- 1.55 The values, mores, culture, and legislation of Ireland have dramatically changed since the end of World War II. The past motivation to conceal births outside marriage and the stigma attached to children born to single mothers are now difficult, from the perspective of the twenty-first century, to comprehend. The motivation of those in the 1950s included the desire to protect young mothers from the censure of society and its epitaph of '*being fallen women*' who had conceived their children '*in sin*' and their children from the taint associated with illegitimacy. The desire to preserve the religion of Catholic children also played a part in the placing of children with Catholic parents rather than ensuring that the best interests of the child was the paramount consideration. Other motivations were perhaps more malign. There have been suggestions made of children being sold or trafficked and Ireland having '*a black-market*' in children.
- 1.56 The remit of Phase 1 is limited to the identification of likely markers, comparable to those used by SPG. In the timescale available it cannot, and does not, confirm cases of incorrect birth registrations; rather it will flag up potential cases for more comprehensive investigation. Phase 1 also cannot investigate allegations of Irish children being trafficked, or the significant issue of the adoption of Irish children by American couples.⁴³ The purpose of this Review is to identify potential markers to enable the Minister to decide on the best way forward to deal with what the Taoiseach described as another '*dark chapter*' in the country's history. He stated that: '*What was done was wrong, what was done robbed children, our fellow citizens, of their identity.... It was an historic wrong that we must face up to and again on behalf of the Government I'm very sorry for it.*' In looking to address

⁴³ 'Sold to the highest bidder' – how Ireland's institutions allowed Americans to adopt Irish children in the 1950s. 9th January 2017, www.thejournal.ie

the problem the Taoiseach noted that the Ireland which would address the issue was now a very different country (See Para 1.20 above).

- 1.57 The Independent Reviewer appreciates that inevitably the necessary limits to Phase 1, identifying markers and the potential extent of the problem, will cause disappointment to those affected by incorrect birth registrations. They also understand that this Review will leave many questions unanswered, particularly for those adversely affected by the denial of that most basic of rights – the right to know one’s identity and family of origin. There is no visible right to identity in the Irish Constitution, although it is enshrined in the European Convention on Human Rights which Ireland has ratified and given further effect to in Irish law by enacting the ECHR Act (2003), subject to the Irish Constitution. In cases where there is uncertainty between the two or where they are in conflict the Constitution has primacy. The Constitution requires that: *‘no international agreement shall be part of the domestic law of the State save as may be provided by the Oireachtas.’* (Article 29.6 Irish Constitution)

2. TERMS OF REFERENCE (ToR)⁴⁴

- 2.1 It is estimated that there are some 150,000 records. Tusla has some 70,000 records from former adoption societies, with the Adoption Authority of Ireland holding 30,000 relevant records. A further 50,000 records are held in a wide range of existing and former adoption agencies.
- 2.2 A sampling exercise is planned in the first instance because of the volume of records and the need to identify at an early stage the likely extent of the problem and the early steps required to inform the Minister about what, if any, subsequent action she might consider to identify more fully the scale of incorrect birth registrations and the appropriate way forward.
- 2.3 To investigate whether there is sufficient reliable evidence of the practice that could be extracted from the records of other adoption agencies the Minister appointed an Independent Reviewer to oversee an initial analysis of a sample of other records. The initial process will:
- (i) sample a set of records to be defined in an agreed methodology, to ascertain whether clear evidence of incorrect registrations might be identified;
 - (ii) build an overall picture of the extent to which incorrect registrations have occurred, by time period;
 - (iii) form a conclusion as to whether a more detailed analysis has the potential to yield clear information, e.g. the existence of key identifiers or markers that signal potential incorrect registrations; and

⁴⁴ For the full Terms of Reference see Appendix 1 of Tusla's Report reproduced at Appendix 7

- (iv) make recommendations to the Minister on what further form of investigation or analysis, if any, would be appropriate, having regard to the extent of usable information emerging from the initial sampling process.

2.4 The role of the Independent Reviewer, as set out in the ToR, is to oversee and to quality assure a sampling process in respect of records held by Tusla and AAI. The Independent Reviewer's work involves:

- (i) agreeing a written sampling methodology for the process with Tusla and the Adoption Authority of Ireland;
- (ii) liaising with Tusla and the Adoption Authority throughout the process to satisfy herself that the sampling and review of records have been carried out appropriately and that the results of the analysis are accurate;
- (iii) ensuring that timescales for the process are adhered to and apprising the Minister of any potential slippage and the reason for same;
- (iv) preparing a report for the Minister for Children and Youth Affairs setting out the results of the analysis and the conclusions that may be drawn from it; and
- (v) making recommendations to the Minister on the most appropriate next steps. These may include, having regard to the information identified from the sampling process the need for:
 - further more detailed analysis of records;
 - an expansion of the number and types of records to be analysed; or
 - such other steps as the Independent Reviewer considers appropriate in order to establish the potential to determine the extent of incorrect registrations

2.5 A project management approach will be used involving regular meetings with nominated representatives of Tusla and the Adoption Authority to:

- review progress;
- agree deadlines for each aspect of the work; and
- make decisions about individual issues as they arise.

3. METHODOLOGY

3.1 The following section sets out:

- the sampling methodology adopted to determine the size and selection of records for the initial analysis of records; and
- the timescale for the review and the process to deliver the initial analysis.

(i) Determining sample size and selection of records

3.2 As noted at Para 2.1 above it is estimated that there are some 150,000 records. It is important from the outset to define the population from which the Phase 1 sample will be drawn. Currently, the AAI and Tusla hold over 100,000 of the estimated 150,000 records identified by the Department. The remaining 50,000 records are in the hands of private persons or private agencies and are not available to this Review.

3.3 AAI holds its own adoption records and those of 4 adoption societies/agencies. It is estimated that of the 30,000 records held by AAI, 4,351 are relevant to the Review. In the other 25,649 cases an adoption order has been granted. The likelihood of incorrect birth registration in such cases is, therefore, deemed to be unlikely. AAI is, however, aware that adoption has been granted in respect of a small number of individuals where no birth certificates existed⁴⁵ or where the

⁴⁵ I had no birth certificate so why was my adoption allowed? Irish Examiner 14th August 2010
<https://www.irishexaminer.com/ireland/politics/i-had-no-birth-cert-so-why-was-my-adoption-allowed-127795.html>

mother's name has been incorrectly recorded.⁴⁶ AAI reports that where it has been aware of illegal acts, it has always notified the relevant authority. A sampling exercise of 25,649 additional records to identify '*markers*' when the adoption process has been completed is considered unlikely to be productive. Appendix 3 sets out the definitions used by AAI to describe the various adoption types identified by AAI.

- 3.4 With the assistance of the Departmental Statistician the number of records required from AAI held records was identified. In total 452 records will be sampled yielding a 9% margin of error and 95% confidence level. The sample size is 10.4% of all the relevant records and 1.5% of all records held by AAI. (See Table 1, Appendix 4) AAI appointed an Independent Auditor to oversee its sampling process Table 2, Appendix 4 sets out the number of records actually sampled by AAI.
- 3.5 The 70,000 plus records held by Tusla include the records of adoption agencies; nursing homes and boarded out case files. The exact number of records held in respect of each adoption society or other category of agency is unknown to Tusla (see Para 1.2.3 of Tusla Report, Appendix 7 and Para 5.8 below for the explanation for the absence of exact information). Acquiring exact information on the number of records held is not possible within the timescale for the Phase 1 Review process. With the assistance of the Departmental Statistician it was agreed that Tusla would sample 30 records from each agency with larger agencies' sample being increased to 68; in total 1,082 records some 1.55% of Tusla's records. In effect Tusla sampled 1,044 records, a sample of 1.5% (see Para Tables 2 and 3, Tusla Report, Appendix 7 for details)

⁴⁶ Special Report; Women forced to give up their babies for adoption still failed by State Agencies, Irish Examiner, 3rd December 2018 <https://www.irishexaminer.com/breakingnews/specialreports/special-report-women-forced-to-give-up-babies-for-adoption-still-failed-by-state-bodies-889369.html>

- 3.6 Appendix 5 sets out the agencies' records which Tusla will sample. Identified larger agencies are: Agency 1, Agency 4, Agency 10 and Agency 15. The sample size for these larger agencies was increased to 68 per agency on the advice of the Departmental Statistician to ensure a margin of error of 10% and a confidence level of 90%.
- 3.7 Overall, 1,496 records were sampled between both organisations out of 74,359 records (noting that Tusla's number of records at 70,000 is an estimate) which is 2%. Records were selected from: 25 adoption agencies (Tusla held records for 19 of these agencies); 5 nursing homes which acted as 'informal adoption agencies'; and 6 boarding out services selected geographically to provide national coverage.
- 3.8 The sample is weighted⁴⁷ to select 85% of the sample for the period 1953 (when the Adoption Act 1952 was implemented) to 1976 when it seems more likely that the practice of incorrect birth registrations would have occurred. A sample of 15% covering the period 1977 to 1996 (when the Child Care Act 1991 was implemented in full) was used to check the potential for the practice to have continued post 1976.
- 3.9 Information from the Tusla's examination of the St. Patrick's Guild's records show that the peak period identified in those cases for incorrect registrations was between 1956 and 1962; the St. Patrick's Guild finding supports the decision to focus the review largely on the 1953 to 1976 period. The table at Appendix 6 shows that the mean value over the period 1946 to 1969 is 5.3 (range 0 – 16). There was, however, a marked variation in the rate of incorrect registrations throughout these years:
- between 1946 and 1955, the mean value was 3 with a range between 1 to 8;⁴⁸

⁴⁷ Where possible (see section 4.4.1 Tusla report) some deviation was necessary.

⁴⁸ It is noteworthy that the 1952 Adoption Act commenced in 1953

- between 1956 and 1962 the range was 6 to 16 with a mean of 11.3;⁴⁹
- between 1963 and 1969 the mean decreased to 2.4 with a range of between 0 and 5. (See Appendix 5)

3.10 Some 26 possible *marker* terms were identified by Tusla and AAI to guide the review of records (see Section 9, Appendix 8 for the list of markers); social workers will, however, exercise their professional judgement when reviewing the records. Tusla and AAI agreed that a common pro forma should be developed to standardise the information extracted from the case records by social workers.

(ii) Timescale and Process

3.11 The timescale set for the production of a report to the Minister for Children and Youth Affairs was '*within four months of a sampling methodology being established*'. The timescale for the final report is, however, dependent on AAI and TUSLA providing the Independent Reviewer with findings from their respective examination of the selected records.

3.12 The Independent Reviewer presented an Interim Report to the Minister in September 2018 apprising her, among other things, of the delay necessitated by the commencement of the GDPR (General Data Protection Regulations) in May 2018 caused by the agencies' obligation to ascertain their duties as Data Processors.

3.13 Issues in relation to GDPR delayed work on reviewing records. Both AAI and Tusla have addressed the steps taken to ensure their compliance with GDPR requirements in Para 1.4 and Para 3.5.1 of their respective reports. (see Appendix 7 and 8)

⁴⁹ It is noteworthy that the 1952 Adoption Act commenced in 1953

- 3.14 The Independent Reviewer worked with Dr Geoffrey Shannon, Chair, AAI, who led on the work within AAI and Mr Cormac Quinlan, Director of Transformation and Policy who led the work within Tusla. Statistical support for the analysis was provided by Nicola Tickner, Statistician, Department of Children and Youth Affairs (DCYA). DCYA personnel acted as the Secretariat to the Review.
- 3.15 One individual who had been the subject of an incorrect birth registration asked to meet with the Independent Reviewer. The resulting meeting provided a very human and personal account of what it meant for this individual when learning that her life had been built on a series of misleading facts involving: her name; date of birth; and her parentage. The Independent Reviewer would particularly like to express their thanks to this individual for providing a personal testimony of the impact which incorrect birth registration had on her life. The resulting pain and distress, even when the experience of family life was positive, was evident from the experiences shared.
- 3.16 All those working on the Phase 1 stage of the Review are conscious of the far-reaching consequences for those affected, most fundamentally for those who are completely unaware of the true circumstances of their birth, and for individuals who thought they had been legally adopted. The denial of that most basic of rights – the right to know one’s identity and family of origin – is as the Taoiseach acknowledged: *‘robbed children, our fellow citizens, of their identity’* (see Para 1.56 above). It is the wish of the Independent Reviewer that this Review and its recommendations will make a positive contribution to resolving what amounts to an injustice. As the Taoiseach acknowledged in May 2018: *‘What was done was wrong, what was done robbed children, our fellow citizens, of their identity. It was an historic wrong that we must face up to and again on behalf of the Government I’m very sorry for it.’*

4. FINDINGS EMERGING FROM AAI's AND TUSLA's EXAMINATION OF CASE RECORDS

- 4.1 Appendix 7 and Appendix 8 are the full reports provided by Tusla and AAI which set out the processes developed by each agency and their respective findings. The reports are produced in full to provide a resource for others who may wish to consider matters raised in each report which are outside the remit of the current review.
- 4.2 The following section considers each agency's report in relation to any markers, or terms suggestive of markers or terminology identified as suspicions by reviewing staff. The Review as previously stated (see Para 1.5 above) cannot provide proof of illegal practices; rather it highlights the potential for illegality in relation to the registering of birth records. A more detailed study would be required to ascertain the degree to which identified markers etc indicated illegality or irregularity in respect of the registration of children's births.
- 4.3 Both agencies examined a total of 1,496 case records in respect of 1,493⁵⁰ children, some records related to more than one child while a number made no reference to a child. Gender is known in relation to 1,463 children. There would appear to be a greater number of boys than girls within the records sampled: 783 (53%) and 680 (46%), respectively. The reason for this finding is unknown although in a rural agricultural based society, which was the Ireland of the past; boys may have been more sought after than girls.

(i) AAI's Findings

- 4.4 The sample size for AAI was selected by Independent Auditors which it appointed (see Table 2, Appendix 4). A 95% confidence interval similar to that in the Departmental Statistician's advice is maintained. However, unlike the

⁵⁰ AAI 452 records in respect of 463 children. Tusla 1,044 records in respect of 1,030 children

Departmental advice there is no commonality of precision across the 5 agencies surveyed using the Independent Auditor’s sample. Thus while the overall margin of error is lower at 5% than the 9% in Table 1 which statistically means that the findings for all entities would have been within 9% points of the real population value 95% of the time. The lack of commonality means that it is difficult to draw conclusions about one entity based on the others.

4.5 Appendix 5 of the AAI Report (see Appendix 8) shows that in respect of the records surveyed, markers potentially associated with incorrect birth registrations were identified on 36 occasions (see Section 9, Appendix 8, for ‘marker terminology). Wording suggestive of markers (43) or which raised suspicions (27) in respect of incorrect birth registrations were found in 70 instances. There was, however, differences noted across the agencies surveyed as evident from the following table:

Agency	Markers Identified	Wording suggestive of markers	Suspicious⁵¹	Number of records surveyed⁵²
Agency B	10	8	10	23
Agency C	0	0	1	1
Agency D	5	8	7	14
Agency E	3	1	1	4
Agency A	18	26	8	47
Total	36	43	27	89

4.6 AAI’s sample of 452 case files (in respect of 463 children), represents 1.5% of AAI’s total records and 10.4% of its relevant records (that is those selected by AAI where an adoption order had not been made, (see Para 7.2, Appendix 8).

⁵¹ AAI define this at Appendix 8 as ‘the Authority labelled certain files as “red” meaning that the file does not appear to comply with adoption law. It is important to note that the files in this category involved cases which, by definition, did not result in adoption, and would not necessarily have been subject to adoption law.’

⁵² As some records had more than one marker, wording suggestive of markers, or suspicious wording the number of records is less than the number of markers etc identified

Markers, wording suggestive of markers or which raised suspicions was found in 89 records; just under 20% of all relevant records (19.7%). Assuming that the rate of incorrect registrations was similar, or broadly similar, across the agencies sampled by AAI the confidence interval would be 20%+/- 5% (i.e. 15%, 25%) that is (640, 1,080) files. Appendix 8c provides details of confidence levels across the 5 adoption agencies and details how the findings have been extrapolated showing that a low of 640 records and a high of 1,080 records potentially would be identified if the 4,359 records had all been examined.

- 4.7 In addition to sample size the selection of the sample is critical to the robustness of findings. AAI appointed Independent Auditors to assist it with the review to ensure that it was conducted in an impartial and independent manner. The Independent Auditor appointed an individual to oversee the selection of case records for sampling purposes. Selected samples to be representative must ensure that there is an equal chance that every record in the population is likely to be included within the sample. AAI through its independent audit process applied a systematic selection methodology which used a computerised random number generator to select the records for review. The advantages of a simple random sample approach are its ease of use and its accurate representation of the larger population.
- 4.8 To ensure the sample focused on the period when there were a higher number of adoptions the sample was stratified into two time periods:

1953 – 1976 - 85% of records was selected from this time period; and

1977 - 1996 – 15% of records was selected from this time period.

Appendix 8a sets out AAI's finding by year. Of the 89 records containing markers, terms suggestive of markers or deemed suspicious 9 occurred during the 1977 to 1996 time frame; the latest date was 1991 (see also Appendix 8b).

4.9 To ensure consistency of the review process an agreed list of terminology was developed to be used by both AAI and Tusla reviewers (see Appendix 8, Section 9). In addition, reviewers were asked to identify where terminology approximate to these 26 terms was employed or where references in the case records were deemed suspicious in terms of birth registrations. The AAI appointed junior legal staff (see Appendix 8 Para 1.3) to review the selected sample of records. AAI made significant efforts to recruit a social worker to engage in the process over a number of months and had identified two candidates in this regard, one of whom withdrew from the process and the second of whom had to resign due to illness. However, social work staff in the Authority were at all times available to the reviewers.

4.10 The process developed by AAI was considered by the Independent Reviewer to be appropriate with efforts made to ensure robustness of sample selection and consistency of review. AAI concludes its findings by stating that:

'...no clear evidence of the illegal registration of children's births has been discovered therein. Markers do not appear to have been routinely or commonly used to indicate cases where the child's birth had been illegally registered in any of the files examined herein from any of the five entities considered.

Having regard to the files reviewed, therefore, there does not appear to be any labelling method employed by the entities that can be used to identify possible cases of incorrect registrations of births.' (Appendix 8, Section 17)

4.11 In conclusion, unlike the St Patrick's Guild cases, which instigated the current review, where a unique marker was identified which on closer analysis was associated with incorrect birth registrations (see Paras 1.8 and 1.12 above) a similar situation was not identified in respect of the records examined by AAI

reviewers. There is not, therefore, a unique marker system which would readily lead to a strong suspicion of illegality in terms of incorrect birth registrations.

- 4.12 The wider conclusion reached by AAI that '***no clear evidence of the illegal registration of children's births has been discovered***' (highlighting added) is understandable given the nature of the current review which was never in a position to adjudicate on illegality in respect of individual cases reviewed (see Para 1.5 above). It is a matter for concern, however, that a range of markers, or wording suggestive of markers, or deemed suspicious, by those reviewing records was found in 89 of the 452 records examined (see Appendix 8, appendix 5). If this finding were extrapolated to the total number of records (4,359) it would represent up to 1,080 case records. A significant number of records **may**, therefore, have information contained within them which **may** indicate a **potential** for illegality in relation to the registrations of births. The potential for illegality cannot be dismissed in these cases. A more detailed review would, however, be required to ascertain the extent, if any, of irregularity in relation to birth registration in these cases.

(ii) Tusla's Findings

- 4.13 Tusla conducted a review of records across 30 agencies using the agreed 26 markers (see Appendix 3 of Appendix 7). Of the 30 agencies reviewed 19 were adoption agencies, 5 were nursing homes and 6 were local authorities' boarded out records. The latter authorities were selected by Tusla to provide national coverage (see Appendix 6 of Appendix 7 and Appendix 5 below for the names of the agencies subject to review).
- 4.14 Tusla holds 70,000 records in a range of formats in respect of former adoption societies, Mother and Baby Homes, and boarded out records which were deemed pertinent to the current review. The exact number of records held in

respect of adoption societies or other category of agency is unknown (see Para 1.2.3 of Tusla Report, Appendix 7 and Para 5.8 below). Tusla has not, therefore, been able to establish an exact sampling size for each agency. With the help of a Departmental Statistician a sample size was selected of 1,082 records; just over 1.5% of Tusla's records. Generally, 30 records were sampled in respect of each agency with the four larger adoption societies having a larger sample size of 68 cases. The sample was selected to provide a 90% confidence level and a 10% margin of error. The margin of error is higher than one would desire but given the volume of records held by Tusla, the variety of formats in which they were held and the pressure placed on its Adoption Services which '*resulted in an increase in waiting times for information and tracing services*' (Page 16, Appendix 7) this Phase 1 stage of the review process deemed the sample size and confidence level adequate to provide an indication of the likely scale of incorrect/illegal birth registrations.

- 4.15 The following tables set out the proposed and actual number of records sampled by Tusla:

Proposed Agencies to be sampled Agencies

Agencies/Records	No of Agencies/ Records	Number to be sampled	Total sample size
Adoption Societies	20	4 x 68 & 16 x 30	752
Private Nursing Homes	6	6 X 30	180
Boarded out Records	5	5 x 30	150
Total	31		1,082

Actual agencies sampled

Agencies/Records	No of Agencies/Records	Number to be sampled	Total sample size
Adoption Societies	19 ⁵³	4 x 68 & 15 x 30	722
Private Nursing Homes	5 ⁵⁴	30 ⁵⁵	172
Boarded out Records	6 ⁵⁶	30	150
Total	30		1,044

- 4.16 The reduction in sample size from 1,082 to 1,044 (i.e. 38) for the reasons specified in the footnotes was agreed with the Departmental Statistician and the Independent Reviewer, on the basis that the reduction was unlikely to have a significant impact on the outcome of Tusla’s review. Tusla sampled 1.5% of the 70,000 records, greater than the 1% sample envisaged at the outset of the review.
- 4.17 The absence of a modern day filing system with the lack, in many instances, of a comprehensive record of the number of records held by each agency presented Tusla with significant problems in sample selection. Where electronic records or databases existed Tusla was able to select a random sample of case records (e.g. Agency 7, Agency 13, Agency 1 (see Pages 27, 36, and 46 respectively of Appendix 7)).
- 4.18 The absence of electronic or manual databases in other situations required Tusla to develop a systematic means to randomly select records such as:

⁵³ Agency 9 and Agency 9 were one and the same

⁵⁴ Agency 31 closed in [REDACTED]. This was substituted by 6 boarded out county council records instead of the original 5 proposed

⁵⁵ Two of the Nursing homes did not have enough records to meet the required 30; Agency 21 with 23 records and Agency 24 House with 29

⁵⁶ Agency 31 closed in [REDACTED]. This was substituted by 6 boarded out county council records instead of the original 5 proposed

- ‘a sample was taken from the 2nd drawer (index B – Barry) and every second drawer up to the 58th drawer’; (Agency 4, Page 25, Appendix 7);
- files were chosen randomly from filing cabinets; (Agency 14 and Agency 16, Page 41 and 43, respectively, of Appendix 7);
- a ‘physical register’ was used to select the sample. (Agency 2, Page 48 of Appendix 7)

4.19 Tusla invested considerable effort to ensure a high level of consistency in its review of case records. It appointed a Project Lead with responsibility for visiting each site to ensure the consistency of the sampling process. Each site appointed an administrative lead to assist the Project Lead and to develop a corresponding database (Adoption and Alternative Care Review Database). Selected records were each reviewed by a qualified social worker using the pro forma agreed by AAI and Tusla and a Review Form was completed in respect of each record subject to review.

4.20 A sample of 10% of the Review Forms completed by social workers was subject to a quality check by either a Principal Social Worker or a designated social work Team Leader (see Appendix 8 of Appendix 7) The processes developed to support the review is set out in Section 6.1 of the Tusla Report (Pages 13 - 16, Appendix 7). Tusla actively sought to ensure consistency, which it acknowledged as challenging because ‘*there were multiple personnel involved in the review, all requiring a full brief and supervision. [Tusla ensured that] consistency was controlled through restricting the review to social workers with access to the support of a social work team leader or principal social worker at all times.*’ (Page 15, Appendix 7)

4.21 The complexity of the sampling task required of Tusla and the range of methods it adapted in an effort to secure as random a sample as possible presented it with significant challenge. The Independent Reviewer having examined the Tusla Report (Appendix 7) accepts that it established a robust process to complete the review of its records and built in a series of quality checks to enhance the reliability of its findings.

4.22 Tusla found:

- 62 instances of the 26 markers in the records examined;
- 114 terms suggestive of one of the 26 markers (Code 27) were identified;
- 16 other wording which are suggestive of only an incorrect registration (these 16 instances are included in the 114 terms suggestive of one of the 26 markers); and
- 99 records were deemed suspicious by Tusla's reviewers.

A total of 176 terms (62+114) were identified which were markers or terms suggestive of one of the 26 markers. Tusla notes that the appearance of a marker is '*not necessarily suggestive of an incorrect or illegal registration.*' When one removes the multiple entries 17.2% of all of Tusla's surveyed records contained a marker or wording suggestive of a marker or suspicious practice⁵⁷ in relation to birth registrations. If the number of unique records that contained a marker, wording suggestive of a marker or records that Tusla deemed as suspicious were extrapolated to its 70,000 records this would be in the region of 12,040 cases. Given the 90% confidence level and the 10% margin of error this would be 18,900 records.

4.23 There were cases in which records contained more than one of the three categories of markers for which they were examined. A total of 176 markers/or

⁵⁷ See Glossary of Terms, Page 6, Tusla Report, Appendix 7. Not all of the suspicious practices were necessarily associated with incorrect birth registrations.

words suggestive of markers was identified in respect of 178 children (see Section 7 Appendix 7 and Appendix 7a).

- 4.24 In the timescale established Tusla was unable to link the existence of markers etc to irregularities/or illegality in relation to the registration of births. The existence of markers etc does, however, raises concerns that between 4,900 and 18,900 records, (assuming the findings are extrapolated to its 70,000 records) **could potentially** relate to incorrect/ or irregular birth registrations. The potential scale of irregularity would, in the opinion of the Independent Reviewer merit further investigation to identify to what degree, if any, there is congruence between the identification of markers/ or words suggestive of markers and incorrect birth registrations.

5. CONCLUSION AND RECOMMENDATIONS

5.1 The following section is structured under 4 headings:

(a) wider context;

(b) analysis of the robustness of the AAI and Tusla review processes;

(c) report against the Terms of Reference; and

(d) recommendations.

(a) Wider Context

5.2 A great wrong has been done to those robbed of their right to identity and family, as the Taoiseach acknowledged when he apologised to affected people in May 2018 (see Paras 1.20 and 1.56 above). The importance of identity is recognised in international conventions. The United Nations Convention on the Rights of the Child, which Ireland ratified on the 28th September 1992, requires ratifying States: *'to respect the right of the child to preserve his or her identity, including nationality, name and family relations as recognized by law without unlawful interference'* (Article 8 Para 1). Furthermore, Article 8 of the European Convention on Human Rights (The Right to Family Life) has been interpreted to include "personal identity" within the meaning of "private life."⁵⁸ Para 90 of the Goodwin judgement states: *'the very essence of the Convention is respect for human dignity and human freedom. Under Article 8 of the Convention in particular, where the notion of personal autonomy is an important principle underlying the interpretation of its guarantees, protection is given to the personal*

⁵⁸ CASE OF CHRISTINE GOODWIN v. THE UNITED KINGDOM (Application no. [28957/95](https://hudoc.echr.coe.int/eng#%7B%22itemid%22:%5B%22001-60596%22%5D%7D)), Para 90, <https://hudoc.echr.coe.int/eng#%7B%22itemid%22:%5B%22001-60596%22%5D%7D>

sphere of each individual, including the right to establish details of their identity as individual human beings (see, inter alia, Pretty v. the United Kingdom, no. [2346/02](#), judgment of 29 April 2002, § 62, and Mikulić v. Croatia, no. [53176/99](#), judgment of 7 February 2002, § 53, both to be published in ECHR 2002-...).'

- 5.3 The European Convention on Human Rights Act 2003 (ECHR Act) gives effect to the standards set out in the European Convention on Human Rights in national law. This allows for these rights to be considered before the Irish Courts. In cases where there is uncertainty the Constitution has primacy over the ECHR Act. Where the two are in conflict the Constitution prevails.
- 5.4 Article 41 of the Constitution provides protection for the family. The 1984 Law Reform Commission Report on Illegitimacy noted that the Constitution raised questions about the status of illegitimate children: *'the position of children born outside marriage is in a number of respects uncertain. The Courts have analysed a number of issues: whether the child born outside marriage has Constitutional rights and, if so, the Constitutional basis of those rights; whether the parents and the child (or the woman and the child) constitute a "family" for the purposes of Article 41 of the Constitution; and the Constitutional position of the mother and the father respectively.'*⁵⁹
- 5.5 Minister Zappone established this review to identify potential markers to enable her to decide on the best way forward to deal with what the Taoiseach described as another *'dark chapter'* in the country's history. Righting wrongs will, in the opinion of the Independent Reviewer, require the State to remove any ambiguity between the Constitution and the ECHR regarding the right to identity and an individual's enjoyment of same through the provision of information held by the State and its agents or service providers.

⁵⁹ Law Reform Commission Report on Illegitimacy, 1984, Para 30
<http://www.lawreform.ie/fileupload/Reports/rlllegitimacy.htm>

(b) Analysis of the robustness of the AAI and Tusla review processes

5.6 The full reports of the reviews undertaken by Tusla and AAI are available at Appendix 7 and 8 of this report. The Independent Reviewer's assessment of the robustness of the processes applied by each organisation to their respective reviews is that given that they were: working with many unknowns; within set time constraints; and fixed resources that each adopted a pragmatic and realistic approach.

5.7 The Independent Reviewer considers each agency's review to have been acceptable in terms of the selection of its samples and in bringing continuity to the sampling process. The reports reproduced at Appendix 7 and 8 are in the opinion of the Independent Review evidence of the calibre of each agency's review process. There are inevitably caveats in respect of the findings given the limited nature of the review's objectives. Wider concerns regarding, for example:

- the trafficking of Irish children;
- forced or illegal adoptions;
- the absence of informed consent; or
- potentially profiteering from the alleged sale of infants;

although highlighted in the reports provided, (see for example the Observation and Comment Section, Page 44, Appendix 7), are outside the remit of this review. The wider issues raised are, however, matters which the State will wish to address.

5.8 The Review has been a complex exercise due to the number of records requiring to be sampled and the absence of an electronic database in the majority of instances which would have permitted random samples to be drawn electronically. Tusla at Para 1.2.3 of its report notes that its Adoption and Tracing Service: *'currently hold over 70,000 historical records. The exact number of*

records held by the agency has never been determined as such a complex task would be both resources intensive and complex.'

5.9 The records themselves were in multiple locations and in a variety of formats as described by Tusla and AAI in their respective reports (see Appendix 9, Appendix 7 and Section 8, Appendix 8, respectively of the agencies' reports). The sampling of case records by AAI and Tusla has placed considerable demands on each organisation. To enable priority to be afforded to completing this review each agency had to defer other work adding to a waiting list in information and tracing services.

(c) Reporting against the Terms of Reference

5.10 The Terms of Reference required that:

- (i) a sample of records are examined to ascertain whether clear evidence of incorrect registrations might be identified;
- (ii) an overall picture of the extent to which incorrect registrations have occurred, by time period, is built;
- (iii) a conclusion is formed as to whether a more detailed analysis has the potential to yield clear information, e.g. the existence of key identifiers or markers that signal potential incorrect registrations

Each of the above is considered in the following analysis.

(c)(i) A sample of records are examined to ascertain whether clear evidence of incorrect registrations might be identified

- 5.11 Both AAI and Tusla sampled a total of 1,496 records (452 and 1,044, respectively) 1.5% of the 100,000 records held, rising to 2% when AAI’s relevant records (4,359) are used. Advice on sample size was provided by a Departmental Statistician. AAI’s Independent Auditor selected its sample size for the five agencies (see Para 3.6 above and Table 2, Appendix 4).
- 5.12 Both AAI and Tusla developed acceptable processes to select samples as randomly as possible (see 4.4 Methodology Appendix 7 and Para 1.3 and Section 7, Appendix 8, respectively).
- 5.13 There were 381 markers/ or wording suggestive of markers/ or suspicious wording found on 267 records as in some cases more than one marker was found on a record.

Agency	Marker (Codes 1 – 26)	Suggestive of a marker (Code 27)	Suspicious reference	Total number of markers etc (no of records)
AAI	36	43	27	106 (89)
Tusla*	62	114*	99	275 (178)
Total	98	157	126	381 (267)

* This includes the 16 other wording which Tusla identified as suggestive of an incorrect registration (see Para 4.22 above)

- 5.14 AAI stated that its review found ‘*no clear evidence of incorrect registration.*’ It also noted that: ‘*there does not appear to be any labelling method employed by the entities that can be used to identify possible cases of incorrect registrations of births.*’ (See Para 4.10 above) Tusla similarly reported that the appearance of a

Marker is '*not necessarily suggestive of an incorrect or illegal registration.*' (Para 4.22 above)

5.15 AAI's and Tusla's reviews did not identify a comparable situation to that found in respect of St Patrick's Guild, where a unique marker was employed which on analysis correlated to illegal birth registrations (see Paras 1.8 and 1.12 above). The absence of '*clear evidence of incorrect registration*' does not, however, mean that the markers or wording suggestive of markers, or suspicious terminology identified on the records examined can be ignored. A more detailed analysis, which is outside the remit of this review, might serve to either remove any suspicion of wrong doing in these cases or confirm that incorrect or illegal birth registrations occurred in a number of instances. It is noteworthy that it took a number of years for the 126 St Patrick's Guild records to be checked to confirm that the unique marker used and illegality of birth registrations was congruent. The most that this review can achieve, in the timescale set, is to highlight the potential for illegal/incorrect birth registrations and to recommend a course of action for consideration by the Minister.

(c)(ii) An overall picture of the extent to which incorrect registrations have occurred, by time period

5.16 The sample was selected on a weighted basis to ensure the early years after the enactment of the Adoption Act 1952 were afforded priority. Eighty-five percent of records were selected covering the years 1953 – 1976; the remaining 15% covered the years 1977 – 1996. The findings provided by AAI and Tusla are set out on a year by year basis (see Appendix 7b and 8b). The following table shows that after 1977 markers etc were found on 20 records.

Agency	1953 – 1976 (sample size)	1953 – 1976 (% occurrence)	1977– 1996 (sample size)	1977– 1996 (% occurrence)	Total Number of Records
AAI	80 (374)	21.4%	9 (78)	11.5%	89
Tusla**1	166 (928)	17.9%	11 (116)	9.5%	178
Total	246 (1,302)	18.9%	20 (194)	10.3%	267

* 1 record undated – likely to be pre-1977

*1Tusla selected 100% samples for 9 of the 30 agencies as they ceased to operate before 1977

It is noteworthy in respect of the St Patrick’s Guild cases that the highest level of illegal registration/adoptions occurred between 1956 and 1962. The Adoption Act 1952 was commenced in 1953 the surge in illegality at St Patrick’s Guild at that time is, therefore, particularly significant. In the records examined as part of the current review, under one in five of the records (18.9%) had markers etc, compared to 10.3% of the files sampled for the later period, Suggesting a higher prevalence of markers etc in the earlier period.

5.17 The identification markers/ or words suggestive of markers/or suspicions in respect of 267 records, from a total review of 1,496 records, represents 17.8% of all the records examined. Taking into account the confidence level and margin of error for AAI’s and Tusla’s reviews extrapolating their findings to the global percentage of records is not possible given the different levels of precision across the samples. Based on the sampling exercise, it is estimated that in the range of (640, 1080) records across AAI and (4,900, 18,900) records across Tusla institutions may have markers/ or words suggestive of markers/suspicions (assuming that the rate of incorrect registrations is broadly similar across the AAI/Tusla entities).

5.18 The fact that 50,000 records were in private ownership and not subject to review is of particular concern to the Independent Reviewer. It is possible that there

might be a higher level of irregularity occurring within the private sector than has been identified in either the AAI or Tusla reviews.

Conclusion in respect of (c)(i) and (c)(ii)

- 5.19 The nature of the review and the timescale set for its completion means that the Independent Reviewer cannot identify '*clear evidence of incorrect registrations*'. There is, however, evidence on the records examined which is suggestive of incorrect registrations in a significant number of cases. Some records had more than one markers/word suggestive of a marker or a suspicious comment found on them. Wider concerns about the legality of the adoption process have also been identified in some cases (see Para 5.7 above).
- 5.20 Over time the number of markers etc found on case records reduced with the latest two records found in 1991 and 1994. The findings suggested that the practice was more prevalent in the 1950s to the 1970s and was reducing through the 1980s and 1990s to the point that after 1994 no markers etc were identified. The prevalence in the earlier years means that many mothers of effected children are likely to be advanced in years placing an added urgency on measures designed to address identity issues for those children anxious to trace them.

(c)(iii) A conclusion is formed as to whether a more detailed analysis has the potential to yield clear information, e.g. the existence of key identifiers or markers that signal potential incorrect registrations

- 5.21 There was no unique marker identified, similar to that used by St Patrick's Guild, in the current review of records. Despite considerable time being afforded by AAI and Tusla to establish 26 common markers to standardise the review process precise markers were found in the minority of records examined (98 markers Code 1 - 26, 25.7%). Limited consistency was found across the 26 markers for which each agency tested. In relation to wording suggestive of a marker this was

identified on 157 occasions (41.2%). Suspicious comments/ or practices were identified by reviewers on 126 occasions (33.1%)

5.22 From this review it is likely that a wider review might involve:

- in the range of (640, 1,080) records from the AAI entities;
- in the range of (4,900, 18,900) records from the Tusla institutions; and
- assuming that the rate of markers etc potentially associated with incorrect birth registration across the 50,000 records held by private agencies or individuals is similar to the rate found across records held by Tusla an additional 8,500 records might require more detailed scrutiny.

The number of potential records is, therefore, significant. Neither AAI nor Tusla was able to identify a unique marker which was suggestive of incorrect birth registration, similar to that found in the St. Patrick Guild's cases. Both agencies reported that they were unable to establish '*clear evidence of incorrect registrations*' (see Para 4.10 above) and that the identification of markers etc on records was not necessarily associated with incorrect birth registrations (see Para 4.22 above). In the opinion of the Independent Reviewer it is unlikely that a more comprehensive review of records would provide clear information relating to the existence of markers or wording suggestive of markers and the degree to which they may potentially be linked to incorrect birth registrations.

5.23 The following recommendation section provides a number of suggested ways forward to help address the wrong caused to Irish children and their mothers in the modern multicultural, pluralist Ireland of 2019.

RECOMMENDATIONS

5.24 Records held by AAI, Tusla and private providers represent memories in lieu of family for those affected by having their births incorrectly registered. It is the duty

of the State to preserve and conserve these records. To this end it is recommended that:

1. All Adoption Records should be brought together and preserved by the State. This will require the State to identify the holders of such records and to establish arrangements to collate and preserve adoption records held by them. Given the likely age of many of the records and the various formats in which they may be held an Archivist should be appointed to guide the storage and ensure the preservation of such records.

5.25 It is the duty of the State to ensure that all of its records are accurate and amended as necessary to preserve the integrity of public records. In the case of those whose birth records have been falsified it is recommended that:

2. The State and its agencies ensure that birth records are corrected, wherever possible, and that amended birth certificates are made available to those requesting them.

5.26 Both AAI's and Tusla's services were impacted negatively by the time taken to undertake the current review of a sample of their respective records. This meant that those seeking assistance in relation to information and tracing services were placed on waiting lists. To undertake a review of all 150,000 records would require an extensive input of resources with, in the Independent Reviewer's opinion, serious negative implications for service users. The records date back to the founding of the Irish State. Many of the earlier records are also likely to be in respect of people who are deceased or vulnerable due to age considerations. It is, therefore, recommended that:

3. The State establish procedures to enable those whose birth records/registrations are illegal/incorrect to access their records, as a matter of

priority, to acquire any information which might enable them to have their birth certificates corrected in keeping with Recommendation 2.

5.27 Under both the ECHR and the UNCRC individuals have the right to identity and family life. Current legislation sets limits around the privacy of adoption records, as set out in the 1952 Act, as amended. While in practice, adopted persons are able to request non-identifying information from their placing agency or the Adoption Authority, there is no legal right to obtain this information, nor, therefore, for its disclosure. It is recommended that:

4. The Adoption (Information and Tracing) Bill 2016 is amended and enacted to provide adopted persons, and those affected by illegal/incorrect birth registration with the right to access information relating to their births. As this removes the right to privacy previously afforded to birth parents it is also recommended that the State provides a six month period during which those who wish to have their privacy maintained must in writing give notice that they wish to opt-out of the disclosure provisions recommended above. If necessary the State should consider Constitutional change to bring Ireland into line with the ECHR in relation to providing people with rights to their identity and family background.

5.28 Harm has been caused to children, their parents and family relationships as a consequence of falsifying or obliterating children's identity. Regardless of the motivation for such behaviour it was always illegal for birth records to be incorrectly completed. It is recommended that:

5. The State by entering into discussion with all agencies responsible for the operation of adoption societies, mother and baby homes or boarded out schemes should seek to establish a reparation fund for all those affected so that financial and other relevant supports can be

provided to injured parties. Implementing may have to await the conclusion of the Commission of Inquiry into Mother and Baby Homes given its comprehensive investigation of mother and baby homes.

5.29 The wrong and harm caused to children and their mothers by illegal/incorrect birth registrations has cast a long shadow of many lives. It is recommended that:

6. The State should consider appointing an Advocate, for an initial period of five years, to champion the cause of affected persons. The Advocate would consider, among other things:

- **the need for counselling and other support services;**
- **oversight of the Reparation Fund and establishing criteria for awarding assistance with input from an Independent Advisory Panel appointed by the State and charged with assisting the Advocate with the allocation of funds and other supports;**
- **the potential for DNA services to help with tracing and provide advice to government accordingly;**
- **the degree to which affected persons are being supported to secure information about their background and what, if any, further action the State should take;**
- **how to provide an effective public voice to affected persons;**
- **how to bring together the various support or advocacy groups to ensure the provision of appropriate assistance to affected persons; including those placed outside Ireland.**

The Advocate should report annually on progress made in addressing identity issues and the number of persons assisted. At the end of the initial five year period the State will determine the ongoing need for the Advocate role.

Consideration of this recommendation will need to be within the wider context of the report of the Commission of Inquiry into Mother and Baby Homes.

5.30 In the past as a poor country with a population at times under severe economic pressure Ireland was a source of babies for those in wealthy countries, such as the USA and the UK, who were childless. Today as a wealthier more multicultural country Ireland's childless couples are looking to developing countries for the children they so long to adopt. It is recommended that:

7. The State learns from the experiences of those denied their identity and from the irregularities noted by Tusla in its examination of cases (see Para 5.7 above) and develops statutory guidance relating to inter-country adoption designed to protect poor mothers and to preserve for their children their right to identity when they are brought to Ireland for the purpose of being adopted.

APPENDICES

Appendix 1

AAI – information relating to investigation of 141 cases of illegal birth registrations*

106 cases – adoptive parents are named on the birth certificate as the birth parents

35 cases - investigations are ongoing.

The information in respect of the 141 cases is drawn from 3 adoption agencies.

*AAI's investigation into these records is continuing

Note: The AAI have clarified that they have not confirmed that any of these are cases of illegal birth registration.

Appendix 2

Births in Ireland from 1942 to 2017 including Birth and Adoption Trends from 1953

Year	Total Births	Births Outside Marriage	% of Births outside marriage *	Adoptions (% of births outside marriage)*
1942	66,117	2,419	3.7%	
1943	64,375	2,448	3.8%	
1944	65,425	2,567	3.9%	
1945	66,861	2,626	3.9%	
1946	67,922	2,642	3.9%	
1947	68,978	2,348	3.4%	
1948	65,930	2,165	3.3%	
1949	64,153	2,006	3.1%	
1950	63,565	1,627	2.6%	
1951	62,878	1,588	2.5%	
1952	64,631	1,619	2.5%	
1953**	62,558	1,340	2.1%	381 (28%)
1954	62,534	1,310	2.1%	888 (68%)
1955	61,662	1,234	2.0%	786 (64%)
1956	60,740	1,173	1.9%	565 (48%)
1957	61,242	1,032	1.7%	752 (72%)
1958	59,510	976	1.6%	592 (61%)
1959	60,188	959	1.6%	501 (52%)
1960	60,735	968	1.6%	505 (52%)
1961	59,825	975	1.6%	547 (56%)
1962	61,782	1,111	1.8%	699 (63%)
1963	63,246	1,157	1.8%	840 (75%)
1964***	64,072	1,292	2.0%	1,003 (77%)
1965	63,525	1,403	2.2%	1,049 (75%)
1966	62,215	1,436	2.3%	1,178 (82%)
1967	61,307	1,540	2.5%	1,493 (97%)
1968	61,004	1,558	2.6%	1,343 (86%)
1969	62,912	1,642	2.6%	1,225 (75%)
1970	64,382	1,709	2.7%	1,414 (83%)
1971	67,551	1,842	2.7%	1,305 (71%)
1972	68,527	2,005	2.9%	1,291 (64%)
1973****	68,713	2,167	3.2%	1,402 (65%)
1974	68,907	2,309	3.4%	1,415 (61%)
1975	67,178	2,515	3.7%	1,443 (57%)
1976	67,718	2,545	3.8%	1,104
1977	68,892	2,877	4.2%	1,127
1978	70,299	3,003	4.3%	1,223
1979	72,539	3,337	4.6%	988
1980	74,064	3,723	5.0%	1,115
1981	72,158	3,914	5.4%	1,191
1982	70,843	4,358	6.2%	1,191
1983	67,117	4,552	6.8%	1,184

1984	64,062	5,116	8.0%	1,195
1985	62,388	5,282	8.5%	882
1986	61,620	5,946	9.7%	800
1987	58,433	6,347	10.9%	715
1988	54,600	6,482	11.9%	649
1989	52,018	6,671	12.8%	615
1990	53,044	7,767	14.6%	648
1991	52,718	8,912	16.9%	590
1992	51,089	9,211	18.0%	523
1993	49,304	9,826	19.9%	500
1994	47,928	9,904	20.7%	424
1995	48,530	10,788	22.2%	490
1996	50,390	12,484	24.8%	405
1997	52,311	13,892	26.6%	422
1998	53,551	15,133	28.3%	400
1999	53,354	16,461	30.9%	317
2000	54,239	17,235	31.8%	303
2001	57,882	18,049	31.2%	293
2002	60,521	18,815	31.1%	266
2003	61,517	19,313	31.4%	263
2004	61,684	19,935	32.3%	273
2005	61,042	19,528	32%	253
2006	64,237	21,295	33.2%	222
2007	70,620	23,170	32.8%	187
2008	75,065	24,844	33.1%	200
2009	74,728	24,532	32.8%	190
2010	73,724	24,860	33.7%	189
2011	74,650	25,157	33.7%	39
2012	72,225	25,344	35.1%	49
2013	68,930	24,393	35.4%	116
2014	67,462	24,514	36.3%	112
2015	65,909	23,990	36.4%	94
2016	63,897	23,348	36.5%	95
2017	62,053	23,340	37.6%	72
				Total 44,531

* % rounded up / down

** Commencement of Adoption Act 1952

*** Adoption Act 1964 Section 2 permitted the adoption of legitimate children

**** July 1973 Introduction of Single Parent Payments

AAI Definitions of Adoption Types

1. Adoption from birth / Adopted at birth

Terms used by an adoption agency, where no legal adoption took place following the placement of a new-born infant with a couple who were not biologically related to the child.

(i) Practice/Example

The child's birth was not registered in birth mother's name, but was registered later in the 'adopters' name. Names and dates of birth of the child were sometimes changed. The infant was placed with the couple by Private Nursing Home or agency staff who were the third parties / intermediaries / facilitators for the placing of the child with the family. This practice occurred from around 1920 - late 1970. The children involved were often not told that they were not born to their 'parents'. The level of cover-up at each stage of this type of arrangement has left it often impossible for birth relatives to trace one another.

(ii) Legal basis

No legal basis. The Adoption Board had no role because they were unaware of this type of arrangement, and no legal adoption was later applied for by the 'adopters'.

(iii) Numbers

As there was no legal basis, and no legal adoptions took place, these arrangements were not quantified by the Adoption Board or any other public or private body, apart from the small number recorded by agencies on the occasions that they were involved. Therefore it is not possible to comprehensively quantify the number of these 'adoption type' arrangements. Also, as the definition overlaps with types [described at paragraphs 4.5 and 4.6] below, it is not possible to give a comprehensive estimate of the numbers.

2. Wrongful registration

(i) AAI definition

Child's birth is correctly registered but the birth mother's name is incorrect; or occasionally an incorrect father's name is on the certificate. The original birth certificate exists for the child albeit with incorrect names by the birth mother.

(ii) Practice/Example

These incorrect registrations served to protect the mother's privacy. The mother consented to the adoption of her child and the child was placed legally through an agency for adoption, with the mother's consent and through the accepted process. An

Adoption Order was subsequently made by the Adoption Board. The later trace for the birth mother can be difficult due to the incorrect name.

(iii) Legal basis

No legal basis exists to falsify any information in relation to a birth, it is an offence.

Proposed legal definition - Adoption (Information & Tracing) Bill 2016 - "Incorrect registration"¹ means the incorrect registration under the Civil Registration Acts 2004 to 2015 in the register of births of the birth of a child, where either or both of the following occurs: (a) the name of a person who is not a birth parent of the child is entered in the register of births as a parent of the child; (b) the name of the birth mother of the child is not entered in the register of births as the mother of the child.

(iv) Numbers

The numbers of this type are included in the overall Adoption Board statistics. However they cannot be quantified as it was not known at the time of the adoption that the mother's name on the infant's original birth certificate was incorrect. It is clear only when a trace is begun, that documents may hold incorrect information.

3. Illegal registration / Unlawful registration / Direct registration

(i) AAI definition

Child's birth is falsely registered to a family not biologically related to the child and no Adoption Order is sought or required as the child has an original birth certificate showing him as the birth child of the 'adopters'.

(ii) Practice/Example

Child's name and date of birth were often falsified. Only this false registration information exists in relation to that child in the register of births. Some adoption agencies were involved in this practice in relation to a small but significant number of infants in their care. [This section has been removed based on legal advice]. These arrangements were not generally spoken of to any extended family members of the 'adopters', nor to the children involved. The level of cover-up at each stage of this type of arrangement has left it often impossible for birth relatives to trace one another.

Not every infant from these homes/hospitals was illegally registered in this manner.

(iii) Legal basis

No legal basis exists. To falsify information in relation to a birth is an offence.

The provisions of the Births and Deaths Registration Act, 1874 applied in Ireland. Under section 40, the penalty for making false statements regarding births, wilfully

¹ This Bill has not been enacted into law therefore has no current legal effect

making a false answer or declaration or where someone forged or falsified a certificate knowing the certificate to be false and who uses same as true is:

- on summary conviction a fine of no more than £10
- on indictment a fine and penal servitude for a term not exceeding 7 years.

The Civil Registration Act took effect in 2004.

There have been very few convictions for this offence, the most notable in the 1960s related to the owner of a private nursing home who is one of the well-known names involved in this type of arrangement.

Proposed legal definition - Adoption (Information & Tracing) Bill 2016 - "Incorrect registration" means the incorrect registration under the Civil Registration Acts 2004 to 2015 in the register of births of the birth of a child, where either or both of the following occurs: (a) the name of a person who is not a birth parent of the child is entered in the register of births as a parent of the child; (b) the name of the birth mother of the child is not entered in the register of births as the mother of the child.

(iv) Numbers

As there was no legal basis for this arrangement and no legal adoptions took place, these arrangements were not quantified by the Adoption Board or any other public or private body, apart from the small number recorded by agencies on the occasions that they were involved. Therefore it is not possible to comprehensively quantify the number of these 'adoption type' arrangements.

4. Double registration / Re-registration

(i) AAI definition

Two birth registrations exist for the child. Original birth certificate exists which correctly registers the birth mother or birth parents on the certificate. However, an original 'adoptive' birth certificate also exists which incorrectly registers the adoptive parents as birth parents. However, an additional birth certificate also exists which has the 'adoptive' parents registered as the birth parents for the child.

(ii) Practice/Example

Often the adoptive birth certificate was the first and or only birth certificate on file in respect of these double registrations or re-registrations.

(iii) Legal basis

No legal basis exists to falsify any information in relation to a birth, it is an offence.

(iv) Numbers

As there was no legal basis for this arrangement and no legal adoptions took place, these arrangements were not quantified by the Adoption Board or any other public or private body, apart from the small number recorded by agencies on the occasions that

they were involved. Therefore it is not possible to comprehensively quantify the number of these 'adoption type' arrangements.

5. Private adoption / Wrongful adoption / Illegal adoption / Unlawful adoption

(i) AAI definition

These terms refer to adoption placements after 1952 made by a third party, such as a doctor, priest or mid-wife, who were not working with a registered adoption society.

(ii) Practice/Example

Child's birth was correctly registered to the birth mother. Third party places the infant with the prospective adopters. Applicants make application to the Adoption Board to legally adopt the child. Adoption Board Social Work staff then assessed the applicants, after placement of the child. By definition the children were sometimes older when the applications were made to the Adoption Board. The Adoption Board SWs carried out the assessments, and facilitated children's knowledge of birth circumstances and the birth mother's consent. The Adoption Order was subsequently made by the Adoption Board.

(iii) Legal basis

Not illegal under the 1952 Act. The Adoption Board was unaware of the placement until the application came in for adoption. Private/third party adoptions were legally prohibited from 1974. Section 6 of the Adoption Act 1974-restrictions on making arrangements for adoption-prohibiting third party placements

(iv) Numbers

A total of approx. 14,000 adoption orders were facilitated by the Adoption Board. That number includes private adoptions/third party placements, private placements and family adoptions. We do not have numbers of the adoptions that were finalised as these were not categorised comprehensively for Annual Report statistics. The numbers form part of the 48,000 + files held by the AAI.

6. Private placement / Private arrangement

(i) AAI definition

Birth mother personally placed her child directly with prospective adopters, without the involvement of an agency.

(ii) Practice/Example

Child's birth was registered correctly to the birth mother. Applicants were usually not assessed. Birth mother knew the prospective adopters directly or knew them through somebody close to her. When the child was placed in the prospective adopters' care, the applicants made an application to the Adoption Board to legally adopt the child. Adoption Board Social Work staff then assessed the applicants after this placement of

the child, and facilitated children's knowledge of birth circumstances and the birth mother's consent. The Adoption Order was subsequently made by the Adoption Board.

(iii) Legal basis

Not illegal under the 1952 Act. The Adoption Board was unaware of the placement until the application came in for adoption. Private placements were legally prohibited from 1998. Section 7 of the Adoption Act 1998- restrictions on making arrangements for adoption – prohibiting private placements

(iv) Numbers

A total of approx. 14,000 adoption orders were facilitated by the Adoption Board. The adoption orders were subsequently granted by the Adoption Board. That number includes private adoptions/third party placements, private placements and family adoptions.

7. De- facto Adoption / Direct adoption / Direct placement

(i) AAI definition

A de facto adoption / direct adoption / direct placement are 'adoption type' arrangements made prior to the introduction of the Adoption Act 1952. The baby was placed with a family, who were not biologically related to the child, to care for as their own.

(ii) Practice/Example

Child's birth was correctly registered to the birth mother. There was a legal 'adoption agreement' drawn up in some cases by a solicitor between the couple and the birth mother. In some cases, an agency would have had a role, where they existed. Also third parties such as other family members or priests could have placed the babies. The infant was given to the family by the mother, third party or agency.

(iii) Legal basis

There is no legal basis for 'de facto' adoption. The legal definition of de facto is ...which exists actually and must be accepted for all practical purposes, but which is illegal or illegitimate... ref: Black's Law Dictionary

Before 1952, the Adoption Board had no role. After the enactment of the 1952 legislation, some families formalised these placements and adopted the child under the 1952 Act.

(iv) Numbers

As there was no legal basis for the arrangement, these arrangements were not quantified by the Adoption Board or any other public or private body, therefore it is not possible to quantify the number of these 'adoption type' arrangements. We do not have numbers of the adoptions that were finalised as these were not categorised for Annual Report statistics. The numbers form part of the 48,000 + files held by the AAI.

8. Placed directly from Birth /Special care taken for private reasons / Home births

(i) AAI definition

Placed directly from birth (also known as family adoptions) refer to instances where the mother legally and directly placed her child for adoption with a close family member, as defined in the Adoption Act 1952. The term 'special care taken for private reasons' or 'home birth' may also indicate this type of adoption arrangement.

(ii) Practice/Example

This type refers to adoptions by the natural mother and her husband who is not the biological father (known as stepparent adoptions), grandparents and other extended family members. The mother placed the child directly with her parents or other extended family member; or kept the child and married a man not biologically related to the child. When the child was placed in the prospective adopters' care, the applicants made an application to the Adoption Board to legally adopt the child. Adoption Board Social Work staff then assessed the applicants after this placement of the child, and facilitated children's knowledge of birth circumstances and the birth mother's consent. The Adoption Order was subsequently made by the Adoption Board.

(iii) Legal basis

The birth mother is sole guardian of her child legally in Ireland. She has the legal right to place her child directly within her family under the Adoption Act 1952, where the relative was any of the following: grandparent, brother, sister, uncle or aunt, whether of the whole blood, of the half-blood or by affinity, relationship to an illegitimate child being traced through the mother only. The Adoption Act 2010 has extended this definition.

(iv) Numbers

A total of approx. 14,000 adoption orders facilitated at the Adoption Board. This number includes private adoptions/third party placements, private placements and family adoptions.

9. Boarded out

(i) AAI definition

This term preceded 'fostering' and refers to the State placement of children in need of care, within families generally not related to them by birth.

(ii) Practice/Example

The families were inspected by the local authorities. Sometimes the children were boarded out to work for the family, without remuneration. All families involved in caring for children under this arrangement received a boarding out allowance from the local authorities. While it was not a de facto adoption, some were formalised into adoptions after 1952 when it became open to families to apply for legal adoption.

(iii) Legal Basis

The Child Care Acts

(iv) Numbers

Specific numbers were not collated in Adoption Board Annual Reports, although each case that was formalised into adoption was included in the total numbers of domestic adoptions.

10. USA adoptions/foreign adoptions out of Ireland

(i) AAI definition

Birth mother had the child in Ireland and consented to adoption. The child was then sent to the United States or another country for the sole purpose of adoption by citizens of that country, in that country.

(ii) Practice/Example

Child's birth was registered correctly, and the mother signed the 'Certificate of Surrender' similar to the current consent forms. Some birth mothers were aware that their children were to be placed outside Ireland for the purpose of legal adoption. Temporary passports were issued for them by the then Dept. of External Affairs. The children were legally adopted in those countries under their laws, for example in the United States under US law. Some of the prospective adoptive parents were assessed and refused adoptions in their own countries, and no assessment took place in Ireland.

Many of these children, who are now adults tracing birth relatives, have both their original birth certificates and passports, for example: (i) [This section has been removed based on legal advice] (ii) [This section has been removed based on legal advice]

(iii) Legal basis

As the adoptions were not finalised in Ireland and under Irish law, no legal basis was required.

(iv) Numbers

These arrangements for foreign adoptions out of Ireland were not quantified by the Adoption Board, as they were not known to the Adoption Board. It is possible that the numbers are known in the Department of Foreign Affairs or the National Archives or religious institutions in the US and other countries that facilitated the adoptions. We understand that the Department of Foreign Affairs may hold approx. 2,000 records.

Sample Information – AAI

Table 1 – Departmental Statistician’s Advice on Sample Size

Agency	Population Size	Margin of Error	Confidence Level	Recommended Sample Size
Agency A	2,323	9%	95%	114
Agency B	976	9%	95%	106
Agency C	325	9%	95%	80
Agency D	606	9%	95%	100
Agency E	129	9%	95%	59
Total	4,351	9%	95%	459 (10.5%)

Table 2 – Actual sample size as per AAI’s Independent Auditor’s advice

Agency	Population Size	Margin of Error	Confidence Level	Recommended Sample Size
Agency A	2,323	6%	95%	248
Agency B	976	10%	95%	86
Agency C	325	16%	95%	33
Agency D	606	11%	95%	72
Agency E	129	25%	95%	129
Total	4,359	5%	95%	452 (10.7%)

Sample Information* - Tusla

Type of Agency	Location	Records
Adoption Societies		
Agency 1	██████████	Mixed**
Agency 2	██████	Mixed
Agency 3	████	Mixed
Agency 4	████	Mixed
Agency 5	██████	Mixed
Agency 6	██████████	Mixed
Agency 7	████████	Register only
Agency 8	██████████	Files only
Agency 9	██████	Mixed
Agency 10	██████████	Mixed
Agency 11	████	Mixed
Agency 12	██████████	Files only
Agency 13	██████████	Files only
Agency 14	██████████	Files only
Agency 15	██████████	Mixed
Agency 16	██████	Files only
Agency 17	████████	Mixed
Agency 18	██████████	Files only *with match ledger
Agency 19	██████████	Files only
Agency 9	██████	Files only
Nursing Homes		
Agency 24	██████████	Registers only
Agency 20	██████	Registers only
Agency 21	██████	Registers only
Agency 22	██████	Registers only
Agency 23	██████	Registers only
Agency 31	██████████	Registers only

Boarded out

Agency 25	██████████	Registers only
Agency 26		
Agency 27	██████████	Files and ledgers
Agency 28		Registers only
Agency 29	██████	Files
Agency 30	██████████████████	Files

* number of records held by each agency is unknown

** 'mixed' files include: registers, index cards, and/or ledgers

St. Patrick's Guild – Confirmed Incorrect Birth Registrations by Year

Year	Number of entries in GRO
1946	1
1947	3
1948	2
1949	8
1950	5
1951	4
1952	1
1953	3
1954	1
1955	2
1956	16
1957	8
1958	11
1959	6
1960	15
1961	12
1962	11
1963	4
1964	5
1965	3
1966	2
1967	2
1968	0
1969	1
Total	126

The above table shows that the modal value over the 24 year period is 5.3 (range 0 – 16). There is, however, a marked variation in the rate of incorrect registrations over these years:

- between 1946 and 1955, the range was 1 to 8 with a modal value of 3;
- between 1956 and 1962 the range was 6 to 16 with a mode of 11.3;
- between 1963 and 1969 the mode decreased to 2.4 with a range of between 0 and 5.

**TUSLA – CHILD AND FAMILY AGENCY ADOPTION AND ALTERNATIVE CARE
RECORDS SAMPLING PROJECT REPORT – March 2019**

Tusla Excel Reports in respect of each agency

APPENDIX 7b

Table – Tusla Markers etc by Year*

Year	Number	Year	Number	Year	Number	Year	Number
1953	10	1960	5	1970	9	1980	1
1954	20	1961	5	1971	6	1982	1
1955	5	1962	4	1972	2	1983	1
1956	8	1963	3	1973	5	1989	2
1957	8	1964	6	1974	3		
1958	10	1965	3	1975	5		
1959	4	1966	5	1976	4	1994	1
		1967	9	1977	5		
		1968	9	1978	1		
		1969	17				
TOTAL	65		66		40	1980s	5
						1990s	1

* 1 date not available



ÚDARÁS UCHTÁLA na hÉIREANN
THE ADOPTION AUTHORITY of IRELAND

Review of Incorrect Registration of Birth Records

Report

2 April 2019

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1 Introduction

1.1 Context

The Minister for Children and Youth Affairs (the “**Minister**”) has directed that an analysis of records take place to see if the extent of incorrect registrations of births can be established, through an initial exercise to be overseen independently by an Independent Reviewer (the “**Review**”).

Given the volume of files involved, the Minister has directed that, in the first instance, a targeted sampling exercise be carried out of the records in the possession of the Child and Family Agency (the “**CFA**”), and the Adoption Authority of Ireland (the “**Authority**”). Of a total estimate of 150,000 adoption records, the CFA and the Authority hold approximately 100,000 records between them. A large number of existing and former adoption agencies also hold adoption records. This sampling exercise will provide information to assist the Minister to reach a decision about what, if any, subsequent action might be taken to identify more fully the scale of incorrect birth registrations.

1.2 Terms of Reference

The Terms of Reference are appended to this Report at **Appendix 1**.

1.3 Agreed Matters

The Independent Reviewer met with the Authority and the CFA on a number of occasions concerning the Review of adoption records. Arising from these meetings, the following was agreed:

- The Review covers the period between 1953, when legislation that was first enacted to regulate adoption came into operation, and 1996, when all parts of the Child Care Act 1991 were commenced. A brief history of adoption legislation in Ireland which is illustrative of the time period chosen is set out at **Part 2** of this Report. Further detail concerning particular provisions of adoption law is included at **Part 3** of this Report and the legislative history of the registration of births is set out at **Part 4** of this Report.
- It was agreed that approximately 10 per cent of all records held by the Authority would be surveyed. It was intended that this 10 per cent would be taken from incomplete records only – meaning files relating to adoption processes which commenced but were not completed and where, as such, no adoption order was made. A weighted sample of these relevant records was reviewed. It was agreed to weight the samples towards the earlier years in the period under review where lower numbers of adoptions orders were made under the new statutory framework and correspondingly, there may have been a higher possibility of incorrect birth registrations outside the statutory framework. The sampling methodology was agreed in consultation with a senior Department of Children and Youth Affairs (the “**Department**”) statistician.

- The Authority instructed an independent auditor to oversee the application of the agreed sampling methodology on the extraction of case files for sample testing. Further detail in respect of the Authority’s robust approach to the sampling method used is outlined at **Part 7** of this Report.
- The records were read and reviewed by junior legal staff working on behalf of the Authority (the “**Reviewers**”). Each individual record was reviewed against a list of agreed indicators for potential incorrect registration, as well as flagging any other markers considered relevant. The list of agreed indicators is set out at **Part 9** of this Report.
- A report, in the agreed form, a template of which is set out at **Appendix 3**, was completed by the reviewers in respect of each case file – providing detail on the format of the file, whether relevant terminology or markers were identified and any other further relevant information.

1.4 **General Data Protection Regulations**

The data protection and General Data Protection Regulations (“**GDPR**”) implications of this sampling exercise were fully considered by the Authority. In this regard, a formal Ministerial direction was made pursuant to section 107 of the Adoption Act 2010, as amended, (the “**Acts**”) directing the Authority to participate in the Review, such participation to include the analysis by the Authority of such records as was required under the methodology for sampling agreed by the Independent Reviewer as well as directing the Authority to provide such information as was required to assist the Independent Reviewer in the preparation of her report.

While the Review entailed the processing of personal data, including special categories of personal data, such processing was determined by the Minister to be necessary for reasons of substantial public interest – namely, that the State, having uncovered clear evidence of a number of incorrect registrations of births in the St. Patrick’s Guild records, should take steps to establish the potential scale of the issue. Accordingly, Article 9(2)(g) of the GDPR was considered to apply in these circumstances.

All necessary safeguards around personal data and privacy were put in place by the Authority and it was agreed that anonymised data only would be made available to the Independent Reviewer and to the Department.

2 **Brief history of adoption legislation in Ireland**

2.1 **Introduction**

Adoption is the legal process by which a parent-child relationship is established between persons unrelated by birth. Under an adoption order, the child assumes the same rights and duties as a child in a birth family.

In Ireland, unlike in some other countries, adoption is a closed process that has the far-reaching effect of expunging all rights and duties of the natural parents in respect of the child. The adoptive parent or parents become, for all legal purposes, the parent or parents of the

child. The rights and liabilities of the natural parents are severed upon the making of an adoption order.

Broadly speaking, there are three categories of adoption in Ireland:

1. Domestic consensual adoption: This is where a child is adopted with the consent of its natural mother and/or guardian. Previously, this type of adoption could only occur where the child was not the child of parents married to each other at the time of the child's birth, but now, the law provides for the adoption of any child regardless of the marital status of his or her parents. Where the child's parents are married, both will be required to consent to the adoption.
2. Domestic non-consensual adoption: There are two situations in which an Irish adoption may be effected without the consent of the parents. The first allows a child who has been validly placed for adoption by its natural mother or guardian to be adopted notwithstanding the subsequent withdrawal of consent. The second is provided for by Part 7 of the Acts, which provides for the adoption of children (including the children of parents married to each other) in circumstances where total abandonment of parental rights and duties has occurred.
3. Intercountry (foreign) adoption: The adoption of a child, not of Irish residential origin, may be recognised in this jurisdiction, provided that certain conditions are met.

2.2 **Developments in adoption practice**

The statistics relating to adoption in Ireland demonstrate a significant reduction in the numbers of domestic adoptions and an increase in those of intercountry adoptions. For example, in 1967, 96.9 per cent of children born outside marriage were adopted. By 2005, 1.3 per cent of nonmarital children were adopted and this percentage fell further to 0.47 per cent in 2013.

A variety of factors may be cited as contributing to these changes in adoption practice. These include the softening of attitudes towards lone motherhood and families not based on marriage, the availability of contraception, and the introduction of the unmarried mother's allowance in the 1970s. This allowance made unmarried parenthood a realistic alternative to a pregnancy which previously had tended to precipitate either a marriage or an adoption. Unmarried women were thus afforded a third and increasingly attractive option of single parenthood. In addition, it is clear from the available statistics and studies that legislation for abortion in Britain provided another alternative to an unwanted pregnancy.

In the context of domestic consensual adoption, a distinction may be drawn between nonrelative adoption and adoption by relatives of the child. Non-relative adoption was originally the most common form of adoption; however, this has reduced due to the non-availability of children being placed for adoption. The number of adoptions by relatives, on the other hand, has increased.

2.3 Legislative history of adoption

The history of adoption legislation reflects these broader changes in Irish social attitudes to family arrangements and to the rights of children.

Adoption was originally provided for in law by the Adoption Act 1952 (the “**1952 Act**”), which first introduced adoption as a statutory process. Prior to the introduction of the 1952 Act, adoptions had taken place on an *ad hoc* and largely private basis. This attitude to adoption influenced the 1952 Act which established a private, consensual mechanism for legally transplanting a child into the adoptive family. Adoption was seen as a way of saving the child from the stigma then attached to the status of “illegitimacy” and the legislative framework for adoption reflected this view, while simultaneously providing a “fresh start” for the unmarried mother of the child concerned.

The 1952 Act represented a compromise between, on the one hand, those who wanted legal adoption introduced to give them legal rights in respect of the child and, on the other, the Christian churches who effectively controlled the institutions in which the children in question were placed. The churches were themselves involved in the placement of children abroad for adoption by suitably religiously qualified couples, and so they could not be regarded as being opposed to adoption in principle. They feared, however, that adoption would be used as a vehicle for changing the child’s religion and it was, therefore, necessary to assuage such concerns in the legislation. Much of the 1952 Act, and litigation in the period after its introduction, was concerned with issues relating to religion.

The 1952 Act provided for a permanent transfer of parental rights and obligations from the birth parents to the adoptive parents. Once an adoption order was made, the child was considered as the child of the adopter(s) born to him/her or them in lawful wedlock, with the birth parents losing all parental rights. The 1952 Act established the Adoption Board, or An Bord Uchtála, to regulate and administer the procedures for adoption.

In the decades after its enactment, issues were raised in the courts around deficiencies in the 1952 Act on various matters such as the rights of unmarried fathers; the availability of adoption for children of married parents; the capacity of unmarried couples or single persons to adopt; access to birth records; rights of children; and compatibility of intercountry adoptions with international human rights practice. While changes were introduced to the 1952 Act over time, this was done in a piecemeal manner across various statutory amendments and the 1952 Act was amended six times.

One of the most problematic aspects of the system introduced by the 1952 Act was that it permitted private placements. It was possible for an individual to put forward a child for adoption or cause a child to be put forward for adoption if that person was a parent of the child or if the person intending to adopt was a relative of the child. Every year from 1989 onwards, the Board of An Bord Uchtála, in its annual reports, called for legislation to have this practice disallowed, expressing its concern at the growing prevalence of these private arrangements, which effectively facilitated the circumvention of the eligibility requirements of the Adoption Acts. It recommended that no couple should be allowed to take a child who was not a relative into their care for adoption unless they had been assessed and approved by an adoption agency.

Private placements were finally expressly restricted by the Adoption Act 1998 (the “**1998 Act**”). Section 7 of the 1998 Act made it illegal for any person to make a private placement of a child with a view to adoption. A parent of the child was similarly precluded from doing so unless the prospective adopter was a relative of the child.

The need for the adoption system to be modernised and reformed to comply with best practice in international adoption and human rights became widely acknowledged over the last 25 years.

Calls for reform were made, for example, in An Bord Uchtála’s annual reports; in the Law Society’s Law Reform Committee’s report on *Adoption Law in Ireland* in 2000; and in the Law Reform Commission’s Report on *Legal Aspects of Family Relationships* in 2010.

The Adoption Act 2010 (the “**2010 Act**”) was finally introduced as an effort to consolidate the existing statutes. It updated and modernised the law in relation to adoption, repealing and restating provisions of previous legislation. The 2010 Act established the Authority, which replaced the Adoption Board, with powers to register and regulate all accredited bodies engaged in adoption. It also made various changes to intercountry adoption to bring Ireland into line with the 1993 Hague Convention on Protection of Children and Co-operation in Respect of Intercountry Adoption.

While the 2010 Act remains the key authority regarding adoption law and procedure in Ireland, further changes were made following the 2012 Referendum relating to Children. The 2012 Referendum led to the introduction of Article 42A into the Constitution and a number of aspects of Article 42A had implications for domestic adoption law in Ireland. These included making provision for children born to married parents to become eligible for adoption in less restrictive circumstances than allowed by the Adoption Act 1988; allowing married parents to voluntarily place their children for adoption; and requiring children to be given the opportunity to express their views in an adoption context, with due weight afforded to them in accordance with age and maturity. It also imposed a requirement to provide by law for the best interests of the child to be paramount.

This was given statutory expression in the Adoption (Amendment) Act 2017 (the “**2017 Act**”) which alters the criteria under which the High Court may, in a case of parental failure, make an order authorising the adoption of a child without parental consent. The 2017 Act also greatly expands the categories of persons eligible to adopt a child jointly, restating amendments that were introduced, but never commenced in the Children and Family Relationships Act 2015. It similarly provides for a new regime of step-parent adoption, allowing step-parents to apply to adopt their partner’s child without that partner (who is already the parent of the child) also having to adopt the child.

At present, access to birth records is an issue which is under consideration. The current legislation means that the Authority is bound by the limits around the privacy of adoption records set out in the 1952 Act, as amended. While in practice, adopted persons are able to request non-identifying information from their placing agency or the Authority, there is no legal right to obtain this information, nor, therefore, for the Authority to disclose it. Proposals to deal with adoption information and access to records are contained in the Adoption (Information and Tracing) Bill 2016 which is presently before the Oireachtas.

2.4 **The Adopted Children Register**

The Adopted Children Register was established by section 22 of the 1952 Act and continues in force under the Acts. The Register is part of the civil registration system which is regulated by Oifig an Ard-Chláraitheora (General Register Office) and overseen by An tArd-Chláraitheoir. An tArd-Chláraitheoir must make an entry into the Adopted Children Registrar with respect to each adopted child who is the subject of an adoption order made by the Authority.

The Adopted Children Register is maintained by An tArd-Chláraitheoir and must include the information required by section 84(3) of the Acts. The Register applies to domestic adoptions only. The Register entry must be amended or cancelled in the event that the adoption order is amended or set aside (section 84(7) and (8) of the Acts). The information necessary to register an adoption with An tArd-Chláraitheoir is provided to An tArd-Chláraitheoir by the Authority.

An tArd-Chláraitheoir also has an obligation under section 86 of the Acts to maintain a separate index which would allow connections to be made between entries in the Adopted Children Register and those in the Register of Births. This is a confidential index and information from it can only be disclosed by order of a Court or of the Authority.

3 **Provisions of adoption law**

3.1 **Placement**

The placement of a child for adoption usually refers to the placing of a child with its prospective adopters prior to the making of an adoption order. It is the period between parental relinquishment and the ultimate hearing of an application for an adoption order.

As indicated above, the 1952 Act permitted private placements. Under the 1952 Act, it was possible for an individual to put forward a child for adoption or cause a child to be put forward for adoption, if that person was a parent of the child or if the person intending to adopt was a relative of the child. This allowed a system of private arrangements, effectively circumventing the eligibility requirements in the Adoption Acts. A body of persons, however, was not permitted to make or attempt to make arrangements for the adoption of a child unless that body was a registered adoption society or a public assistance authority.

The 1998 Act repealed the law in this regard, giving due regard to concerns relating to the adequacy of legal safeguards concerning this crucial stage of the adoption process. It expressly prohibited direct placements by a birth mother with a non-relative, making it illegal for any person to make a private placement of a child with a view to adoption. Parents were also precluded from doing so unless the prospective adopter was a relative of the child. The 1998 Act also introduced a new pre-placement adoption procedure to be followed by all adoption agencies. As part of this procedure, it dictated that an adoption agency could not place a child for adoption unless the child had attained the age of four weeks. This provided time for consultation with the birth father to take place.

Under current adoption law, section 125 of the Acts similarly prohibits private placement. It makes it an offence for any third party to place a child with any person for the purposes of adoption. It is similarly illegal for a parent to place a child with any person for the purposes of adoption or for any person to receive a child for the purposes of adoption unless that person is

a relative of a child or the child's step-parent. A child must be placed by an accredited body or by the CFA and all organisations and societies engaged in placing children for adoption must be registered with the Authority. It is illegal for any person or body of persons to make or attempt to make any arrangements for the adoption of a child, unless that body is an accredited body or the CFA. Part 3 of the 2010 Act provides that a child may not be placed by an accredited body until it has attained the age of six weeks. This was an increase from the four week time period that was previously in place, to enable further time for birth parent consultation.

3.2 **Adoption order**

The making of an adoption order effectively and comprehensively severs the legal nexus between the natural parent and the child, the former retaining no rights or duties at all in respect of the child. The 1952 Act defined an "adoption order" as an order made under section 9 of that Act. Section 9 of the 1952 Act provided that An Bord Uchtála could, on the application of a person desiring to adopt a child, make an order for the adoption of a child by that person.

The meaning of an adoption order and the consequences of such an order have not changed since adoption was first placed on the statute books. At present, the term "adoption order" is defined in section 3 of the 2010 Act. It means an "order for the adoption of a child made:

- (a) "before the establishment day, by An Bord Uchtála under the Adoption Acts, or
- (b) on or after the establishment day, by the Authority under this Act."

The establishment day under the 2010 Act is 1 November 2010.

3.3 **Eligibility criteria for children**

The 1952 Act confined the adoption process to certain children. It stated that an adoption order could not be made unless the child concerned resided in the State, was illegitimate or an orphan and was, at the date of the application, not less than six months and not more than seven years of age. Thus only orphans (where both parents were deceased) and non-marital children between the age of six months and seven years could be adopted.

The Adoption Act 1964 extended the eligibility criteria for children. It allowed children who had been "legitimised" by the subsequent marriage of their birth parents to be adopted where their births had not been re-registered. It also allowed children over the age of seven to be adopted. It provided that notwithstanding section 10 of the 1952 Act, the Board could make an adoption order in respect of a child who was over seven at the date of the application for the order if the Board was satisfied that, in the particular circumstances of the case, it was desirable to do so and if –

- the applicant had the child in his care since before the child attained the age of seven and the application was made before the child turned nine; or
- the applicant, or if the applicants were a married couple, one of them was the mother, natural father or relative of the child.

The Adoption Act 1974 further developed the eligibility criteria for children. It removed the requirement that the child must be "not less than six months" old to be the subject of an

adoption order. It also removed the two particular sets of circumstances described above in which a child over seven could be adopted, providing instead simply that notwithstanding section 10 of the 1952 Act, where the Board was satisfied that in the particular circumstances of the case it was desirable to do so, it could make an adoption order in respect of a child over seven.

Section 23 of the 2010 Act repealed the pre-existing provisions under all preceding adoption legislation, but little change was contained therein. It similarly allowed adoption orders to be granted only where the child (a) resided in the State, (b) was under the age of seven at the date of the application, (c) was an orphan or born of parents not married to each other, and (d) had been in the care of the applicants for the prescribed period, if any. No period was ever prescribed under the 2010 Act setting out the minimum length of time for which a child must be in the care of the applicants prior to an adoption order being made. Section 24 of the 2010 Act allowed the upper age limit of seven to be extended if the Authority considered it to be desirable in the particular circumstances of the case. The 2010 Act, however, provided that an accredited body could not place a child for adoption until the child was at least six weeks old – thus no adoption orders could be granted within this six week period. In practice therefore, the 2010 Act provided that a child had to be at least six weeks old and under 18 years of age to be eligible for adoption.

The 2017 Act updated the law in this regard, replacing section 23 of the 2010 Act in its entirety. It simplified the position so that the requirements are now only that the child must reside in the State and be under 18 at the date of the making of the adoption order. There is no requirement any longer that the child be of parents not married to one another. Moreover, there is no longer any distinction between the position of children above or below the age of seven. The child must be in the care of the applicants for the adoption order for the prescribed period, if any. No such period has as of yet been prescribed, but where the applicant is the child's step-parent, the child must be in his or her care for a continuous period of two years.

3.4 **Eligibility of applicant**

Pursuant to the 1952 Act, only certain persons could apply to adopt a child. Section 11 of the 1952 Act provided that only the following people could apply for an adoption order:

- married couples living together;
- widows;
- the birth mother, birth father or a relative of the child traced through the birth mother only.

The Adoption Act 1991 extended those eligible to apply to adopt a child. It enabled widowers to make an application for adoption, as well as sole applicants, where the Board was satisfied that this was in the best interests of the child concerned. The 2010 Act expanded further those eligible to adopt by broadening the definition of the term "relative" – meaning that a relative of a child traced through either the natural mother or natural father could apply to adopt the child.

Only married couples, therefore, were permitted to jointly adopt a child from the commencement of the 1952 Act onwards. The 2017 Act alters this situation, allowing civil partners to jointly adopt, as well as cohabiting couples who have been residing together for at least three years. Marriage, therefore, is no longer a prerequisite for a couple who wish to adopt together.

4 Registration of Births

The civil registration system in Ireland was introduced in 1864 and records births within the State which date from then onwards. The Births and Deaths Registration (Ireland) Acts 1863 to 1996 governed the system in place in this jurisdiction for the registration of births within the State until the introduction of the Civil Registration Act 2004 (the “**2004 Act**”).

Section 31 of the Births and Deaths Registration (Ireland) Act 1863 created the office of the Registrar General. The Act required the parent(s) of any child born in Ireland to give notice of the birth of the child within 21 days to the Registrar of their district. They were then required to attend before the Registrar to give the required information concerning the child’s birth within three months of same. In the case of the death or inability of the parent(s), the occupier of the house in which the child was born, or the nurse or any other person present at the birth was similarly required to register the birth of the child. Part VI of this Act made it an offence to wilfully give false information concerning any particulars required for the Register of Birth and provided for penalties that were to be given if this occurred. The provisions of the Births and Deaths Registration Act 1874 also applied in Ireland during this time. Under section 40 thereof, the penalty for, *inter alia*, wilfully giving false information concerning any birth to a registrar, wilfully making any false certificate or declaration under the Act or forging or falsifying any such certificate or declaration, was:

- on summary conviction a fine of no more than £10;
- on indictment a fine and penal servitude for a term not exceeding seven years.

The law regulating the registration of births and deaths was updated in the Births and Deaths Registration Act (Ireland) 1880 (the “**1880 Act**”) which set out new procedures to be followed for the registration of births and deaths within the State. It put in place time limits for persons to comply with the Act and penalties to prevent fraud were introduced. Thereafter, registration procedures remained largely unchanged. The Legitimacy Act 1931 (the “**1931 Act**”), however, allowed for the re-registration of children born prior to the marriage of their parents. It provided that the Registrar General of Births and Deaths in Ireland could, on production of such evidence as appeared to him to be satisfactory, authorise at any time the re-registration of the birth of a legitimated person whose birth was already registered under the Births and Deaths Registration (Ireland) Acts 1863 to 1880.

The Vital Statistics and Births, Deaths and Marriages Registration Act 1952 changed the title “Registrar General” to “An tArd-Chláraitheoir”, while the Births, Deaths and Marriages Registration Act 1972 made changes to the structure of the registration system – assigning the office of Superintendent Registrar to the new eight regional health boards. It was not possible for an unmarried mother to name the child’s father in birth entries until the introduction of the Status of Children Act 1987. This Act amended the 1880 Act to allow the insertion of the

natural father's name on the child's birth certificate if both parents agreed or if there was a Court order naming him as the father.

The 2004 Act reorganised and modernised the law relating to the registration of births, stillbirths, adoptions, marriages and deaths which had remained largely unchanged for 150 years. It repealed the pre-existing legislation concerning the registration of births, but it did not repeal the 1931 Act. Under the 2004 Act, An tArd-Chláraitheoir has the function of maintaining, managing and controlling the system of registration of births wherever occurring in the State, as established by the repealed enactments.

Section 13 of the 2004 Act provides that a register of all births occurring in the State to which section 26 or 27 of the 2004 Act applies shall be maintained, known as the Register of Births. Section 19 of the 2004 Act requires that the birth of a child in the State must be registered not later than three months from the date of the birth. The Act provides for the re-registration of the birth of a child whose parents have married after the child's birth. This can be done even if the father's details were registered initially when the birth was first registered. It also allows the reregistration of the birth father's details where the child was first registered in the mother's name alone. Pursuant to section 69 of the 2004 Act, it is an offence for a person to give to a Registrar of Births particulars or information which he or she knows to be false or misleading.

5 **Agreed Objectives of the Sampling Exercise**

As set out in the Terms of Reference, which are fully outlined at **Appendix 1**, the agreed objectives of the sampling exercise to be carried out by the Independent Reviewer are to:

- (i) sample a set of records defined in an agreed methodology, to ascertain whether clear evidence of incorrect registrations might be identified through labelling of files or otherwise;
- (ii) build an overall picture of the extent to which incorrect registrations have occurred, by time period;
- (iii) form a conclusion as to whether a more detailed analysis has the potential to yield clear information e.g. the existence of key identifiers or markers that signal potential incorrect registrations; and
- (iv) make recommendations to the Minister on what further form of investigation or analysis, if any, would be appropriate, having regard to the extent of usable information emerging from the initial sampling process.

The sampling exercise is being overseen by the Independent Reviewer.

6 **Records Covered by the Review**

As outlined above, the Review covers records in the possession of the CFA and the Authority. The Review is intended to be limited to files relating to adoption processes which commenced but were not completed and where thus, no adoption order was made. These are known as

“incomplete files”. The Review is not intended to extend to files where a foreign adoption order has been made.

The Authority can confirm the following figures in respect of incomplete files which are captured by the Review:

TABLE A

Name of entity	No. of incomplete files
Agency B	976
Agency C	325
Agency D	606
Agency E	129
Agency A	2323
Total	4,359

7 Sampling Methodology

Typically when carrying out a review of this nature, it is important to ensure that an independent person supervises and manages the file selection process. Consideration should also be given to applying statistical sampling methods similar to those used by auditors for the selection of samples.

In this regard, the Authority instructed independent auditors to assist with the Review in order to ensure that the Review was conducted in an impartial and independent manner. In their role, the independent auditors provided an independent person to oversee the application of the agreed sampling methodology on the extraction of files for sample testing. The Authority can confirm that the independent auditors had this independent person available throughout the Review.

7.1 Sampling of files

Sampling is the testing of less than 100 per cent i.e. a sample set of the items within a population to obtain and evaluate the evidence about some characteristic of that population, in order to form a conclusion concerning the population.

7.2 **Sample design and sample size**

It is crucial that the samples, i.e. files selected, should be representative of the entire population, in order to be able to form a conclusion on the entire population. When designing the process, consideration must be given to the purpose of the review and the characteristics of the population from which the files will be drawn (see “Stratification” below). The method used for the selection of samples must ensure that each file in the population has a chance of selection.

The Independent Reviewer was tasked with determining a sample size sufficient to reduce sampling risk to an acceptably low level. As discussed above, both the CFA and the Authority were requested by the Independent Reviewer to sample records in their custody. As already indicated, the Authority undertook to review 10 per cent of incomplete files held by the abovementioned adoption agencies.

7.3 **Sampling risk**

Fundamental to sampling is sampling risk. Sampling risk is the risk that the sample is not representative of the population from which it is drawn and thus the conclusion is different to that which would be reached if the whole population was examined. It is for the Independent Reviewer to consider the risk that the conclusion based on a sample may be different from the conclusion if the entire population were subjected to the same review procedure. Sampling risk is frequently expressed as a percentage. For example, 5 per cent means that there is a 1 in 20 chance that the sample is not representative of the population from which it is drawn.

7.4 **Stratification**

In considering the characteristics of the population from which the sample will be drawn, stratification may be appropriate in certain circumstances. The effectiveness of a review may be improved if a population is stratified by dividing it into discrete sub-populations which have an identifying characteristic. Sampling methods with different weightage can be applied to each sub-population to reduce sampling risk.

The Independent Reviewer determined that stratification was appropriate in the context of this

Review, following consultation with the Department’s senior statistician. As is demonstrated from the Chart appearing at **Appendix 2** to this Report, between 1977 and 1996, there were lower numbers of adoptions arranged by adoption agencies than in the years from 1953 to 1976. The Independent Reviewer therefore proposed that the population be divided into two sub-populations;

1. Files from 1953 to 1976: years with higher levels of adoptions arranged by adoption agencies
2. Files from 1977 to 1996: years with lower levels of adoptions arranged by adoption agencies

It was further proposed that weighting be applied to these two sub-populations; to weight the samples towards the earlier years in the period under review where higher levels of adoptions

were arranged by adoption agencies. In the context of the Authority and its selection of files, therefore the 10 per cent sample population was drawn from incomplete files only and was weighted as follows:

1. Files between years 1953 and 1976: 85 per cent of total of records sampled.
2. Files between years 1977 and 1996: 15 per cent of total of records sampled.

7.5 Systematic Selection

The Authority, through its external auditors, applied a systematic selection method for the selection of a sample of files for review, which ensures an independent approach to the sampling.

The sampling approach which was employed is known as “systematic selection”. This uses a computerised random number generator to determine the files to be reviewed. Systematic selection is a method of choosing a random sample from among a larger group. The process of systematic selection typically involves first selecting a fixed starting point in the larger group and then obtaining subsequent observations by using a constant interval between samples taken. In other words, the number of sampling units in the group is divided by the sample size to give a sampling interval. Hence, if the total group was 1,000, a random systematic selection of 100 sampling units within that group would involve observing every 10th sampling unit. The randomised nature of the sampling ensures that a broad cross-section of files are assessed as part of the Review.

7.6 Number of files sampled

It was agreed with the Independent Reviewer that the Authority would review 374 files from 1953 to 1976 and 78 files from 1977 to 1996. The Authority, therefore, was required to conduct a review of 452 files in total.

While it was initially considered that the use of scanning technology might expedite the review process, owing to the varying range and condition of records involved, as well as the need to minimise data protection risks, it was agreed that each individual file would be manually reviewed by junior legal staff. The Authority therefore undertook to commence a manual review in respect of a sample of files selected from **Table A** above, which were chosen in accordance with the within sampling methodology.

It was determined that Reviewers on behalf of the Authority would read and review each individual record against a list of agreed indicators for potential incorrect registration. The list of agreed indicators is set out and explained at **Part 9**. Reviewers were also required to note any other markers that they considered relevant, as well as to use their professional judgement to identify any other terms which might assist in identifying incorrect registrations. When reviewing the files, the Reviewers were directed to pay particular attention to issues relating to evidence of any foreign adoptions which appeared on the files to include:

- Couples being selected on the basis of their religious observances;
- Couples not deemed suitable to adopt in their own jurisdictions;

- The potential for finance to influence decisions.

It was agreed that a report would be created in respect of each file using the template which appears at **Appendix 3** to this Report.

At the outset of the Review, it was hoped that the number of instances where the agreed terminology or other markers appear in the records for each entity would serve as an indicator for the level of further examination required. Any other assessment fell outside the scope of the sampling exercise. Based on the results of the Review, it was intended that any entity identified as having higher instances of irregularities could be subject to further scrutiny and these could be flagged by the Independent Reviewer in their final report.

In addition, it was acknowledged that there was the potential for other State bodies and departments to have had an involvement in the subject matter which is the subject of the Review. The Authority was to provide information to the Independent Reviewer in respect of any such involvement which it identified.

8 **Records**

There are a number of different types of records involved in the Review and it was necessary to piece together these records, often from a number of different sources in order to determine the full narrative in respect of each particular file. For example, certain files hold the full suite of documentation and correspondence in respect of a particular case. However, other files hold only part of the account and it was necessary to consult with other documents, such as ledgers, index cards and registers to obtain a full version of events. Samples of the formats of files and descriptions of the types of records held are outlined at **Part 8.1** and **Part 8.2** of this Report.

8.1 **Format of files**

Records existed in the following formats:

- Files
- Ledgers
- Index cards
- Notebooks
- Ring binders
- Registers
- Loose pages
- Medical reports
- Post-placement reports

8.2 **Description of records held**

The records may be described as follows:

- Adoption applications
- Adoption files
- Adoption orders
- Adoption placement records
- Foreign records
- Birth and baptism records/certificates
- Enquiry files
- Adoption society minute books and associated documentation
- Tracing records

9 **Indicator / Marker Terminology**

The selected records were reviewed against the following list of indicators or “markers” of potential incorrect registration:

Child Placement Terminology:

- Private placement
- Private arrangement
- Family arrangement
- Discharged at/from birth
- Directly placed from/at birth
- Home birth
- Special care taken for private reasons
- Put away

Child Birth Registration Terminology:

- Double registration
- Re-registration

- Amended registration
- Wrongful registration
- Illegal registration
- Incorrect birth registration
- Direct registration
- Unlawful registration

Child Adoption Terminology:

- Adopted from birth
- Adopted at birth
- De-facto Adoption
- Private adoption
- Unlawful adoption
- Illegal adoption
- DOB and date of Adoption records as less than 10 days apart
- Direct adoption
- Direct placement
- Wrongful adoption

This list of terms was agreed on the basis of the Independent Reviewer’s considered view that the appearance of any of these terms within a file could be consistent with an incorrect registration such that the file merited more detailed examination. However, it should be noted that their appearance within a file did not necessarily mean that an incorrect registration had occurred. It only indicated that further scrutiny was appropriate.

With reference to social work input, the Authority made significant efforts to recruit a social worker to engage in the process over a number of months and had identified two candidates in this regard, one of whom withdrew from the process and the second of whom had to resign due to illness. However, social work staff in the Authority were at all times available to the reviewers.

10 Breakdown of files reviewed

As indicated in the Terms of Reference, the Authority was required to oversee the audit of incomplete adoption files held by the five entities. The total number of incomplete files held

by the five entities amount to 4,359. Of these, it was agreed that 452 files would be reviewed. The Authority has carried out a review of each file and provided its findings below. The Review breakdown, detailing the number of files held by each entity captured by the Review and the precise numbers actually reviewed is set out at **Appendix 4**. The breakdown of adoption files as reviewed, and according to the two relevant time periods, is outlined in **Table B** below.

The files have been broken down as follows, using a traffic light system meaning:

Red ²	The file does not appear to comply with adoption law. It is important to note that the files in this category involved cases which, by definition, did not result in adoption, and would not necessarily have been subject to adoption law.
Orange ²	There is insufficient information on the file to determine whether the file complies with adoption law. Files in the Orange category do not contain sufficient information to determine whether adoption law would have been applicable.
Green	An adoption order was made or there is a satisfactory explanation on the file as to why the adoption did not proceed.

11 Findings emerging from the Review

This Report offers an analysis of the adoption files subject to the independent review, conducted by the Reviewers in accordance with the Terms of Reference of the review of incorrect registrations as directed by the Department and overseen by the Independent Reviewer, which is included at **Appendix 1**. The data analysed for the purposes of this Report consists of each of the incomplete adoption files reviewed by the Reviewers.

TABLE B

Entity	Total No. of Files Reviewed	1953 – 1976	1977 – 1996
Agency B	86	69	17
Agency C	33	24	9
Agency D	72	65	7

² Please note that these classifications do not relate to files where adoption orders were made. ²

Please note that these classifications do not relate to files where adoption orders were made.

Agency E	13	0	13
Agency A	248	216	32
TOTAL	452	374	78

12 Agency B

In total, 86 files of Agency B, concerning 93 children, were considered in this Review.

Of these 86 files, 58 came within the Green category of classification – this representing almost two-thirds of the files reviewed. With regard to the remainder of the files, 18 were classified as Orange – there being insufficient information to determine whether the file complied with adoption law – and ten were listed within the Red category, as not appearing to be in accordance with adoption law. In only two of the 86 files were adoption orders actually made. In one file, the male child was placed initially with a relative following his birth, but subsequently he was adopted by the birth mother and her husband. No irregularities were thus contained within this file. In the other file, however, an adoption order that had been granted was subsequently quashed by the Superior Courts. There is evidence on the file that is suggestive of private arrangements.

Overall, it is clear that of the 86 Agency B files that were analysed and inspected, the vast majority of the children concerned therein were ultimately returned to their birth mother, following a short period in foster care or brief placement with relatives. Notwithstanding this fact, there are a number of files where there is a lack of clarity as to what occurred. This analysis of these files cannot be said to reveal a definitive practice of the incorrect registration of births. It may be noteworthy that private placements are particularly prevalent in this category. However, no evidence has been found that positively identifies cases where any child was illegally registered as the child of his or her adoptive parents.

13 Agency C

A total of 33 files from Agency C were reviewed. These files relate to 33 children. Of these, 15 files came within the Green category of classification for this Review, whereas 17 files were within the Orange group. Only one file was designated as Red. In none of the 33 files reviewed was an adoption order made.

Of the 33 of Agency C files that were reviewed, just under half of the files came within the Green category of classification. In the remaining files, some irregularities may have occurred but there is insufficient information available to reach a definitive conclusion.

14 **Agency D**

Altogether 72 files from Agency D were reviewed. These files relate to 84 children.

Of the 72 files reviewed, the majority – some 46 files – came within the Green category of classification for this Review. There were 19 files classified within the Orange category, with the remaining seven files classified in the Red group.

The analysis concluded that, in two thirds of Agency D files, either an adoption order was granted in accordance with the applicable law or the adoption application did not proceed for valid reasons. In the remaining files, however, some irregularities are highlighted. Yet again, there are no obvious markers contained therein to signal whether a practice of illegal registration of births occurred.

15 **Agency E**

With regard to Agency E, 13 files were reviewed, concerning 20 children. Of these, five files came within the Green category of classification for this Review, seven were within the Orange group and one file was designated as Red. No adoption orders were found in any of the files reviewed.

In summary, many of the files reviewed contained a Certificate of Acceptance from the prospective adoptive parents, but then it is unclear whether an adoption order was subsequently obtained or whether the adoption did not proceed, for reasons such as the birth mother reclaiming the child. This raises questions as to what exactly transpired in these files. None of these files, however, contain evidence of the illegal registration of the children's births. From the files reviewed, therefore, there does not appear to be any labelling method employed by Agency E that can be used to identify possible cases of incorrect registration of births.

16 **Agency A**

As indicated previously, the Reviewers examined 248 adoption files held by Agency A. These files concern 233 children. Of these, 111 files have been classified as Green, 129 of the files were within the Orange category and the remaining eight were categorised as Red.

It is worth noting that a considerable portion of these adoption files are blank or contained very limited documentation. This was the case in approximately one fifth of all of these files.

[REDACTED]

[REDACTED] Other files simply contain letters requesting an adoption application form from the Adoption Board. In some of these files, an adoption application was withdrawn or rejected with very limited information on the file explaining the circumstances in which this took place.

Given that the Review is limited to incomplete files, the vast majority of the Agency A files reviewed did not lead to the granting of an adoption order. In only six of the 248 files reviewed was an adoption order made.

In several of the Agency A files, the term "*re-registration*" or similar terms to that effect are used. In these files, enquires were generally made concerning changing the child's surname in

circumstances where the birth parents of the child subsequently married. This term therefore relates to the amendment of birth certificates in circumstances where the birth parents married after the birth of the child and the birth father is not recorded on the original birth certificate. The Adoption Board duly advised the parents in these files to re-register the child's birth in accordance with the 1931 Act and that no adoption application was necessary to change the child's name. Re-registration in these files, therefore, refers only to lawful re-registration in these specific circumstances and does not appear to arise in the context of a false registration of birth.

A small proportion of the Agency A files relate to step-parent applications. In these files, the child was never placed and remained in the birth mother's care at all times. In most of these files, the application for adoption was ultimately withdrawn.

Overall, many of the Agency A files contain very limited information. In certain files, it is clear as to why the adoption application did not proceed, was withdrawn or rejected. In other files, however, the outcome for the child concerned is unknown and issues of compliance cannot be discerned. Despite this lack of information, the Agency A files do not appear to show any overt evidence of illegal registrations of birth. It cannot be said that clear documentary evidence of incorrect registrations has been found therein and no obvious markers or indicators exist to highlight such occurrences.

17 Analysis of reviewed files

As outlined above, a total of 452 files were reviewed by the Adoption Authority for the relevant time period. These files concern 463 children, with some files referencing no children at all, and others referencing multiple children therein. While a detailed breakdown of the files reviewed originating from the entities is set out in Table B, it is worthwhile to consider the overall picture gleaned from the Review. Table C below summarises the situation, and further, more detailed information regarding this is contained in Appendix 4.

TABLE C³

Entity	Number of files highlighted green	Number of files highlighted orange	Number of files highlighted red	Total
Agency B	58	18	10	86

³ Source: Authority's analysis of files 2018/2019.

NOTE: The analysis finds that 6 per cent of files do not appear to have been in compliance with adoption law. However, by definition, these files did not result in a completed adoption order, and it is difficult to assess whether they should have been compliant with adoption law in circumstances where adoption may not have been either the original intention, or the ultimate outcome. In the case of the Orange category, there is insufficient information on file to determine whether the files did comply, or indeed should have complied with adoption law. The Authority could not make a clear determination on these files despite a forensic examination of all available evidence. Again, please note that this analysis does not apply to files where adoption orders were made.

Agency C	15	17	1	33
Agency D	46	19	7	72
Agency E	5	7	1	13
Agency A	111	129	8	248
Total	235	190	27	452
Percentage	52%	42%	6%	100%

Of the 452 files, some 235 files were highlighted as Green. This serves to indicate that over half of all files reviewed in the sampling exercise clearly complied with adoption law. In these files, either an adoption order was granted in accordance with the applicable law or a satisfactory explanation was provided as to why the adoption application did not proceed. Given that only incomplete files were covered by the Review, as may have been anticipated, adoption orders were only discovered in a minority of the Green files. In most, therefore, it is clear that the birth mother reclaimed the child or the adoption application did not proceed, was withdrawn or was rejected. Ultimately, the Green files do not give cause for concern and demonstrate compliance with adoption law during the relevant period.

It is the files highlighted as Orange and Red that raise questions concerning compliance with applicable legislation from this sampling exercise. Overall, 27 files across the five entities were classified as Red and do not appear to be in compliance with adoption law. This represents just under 6 per cent of the overall sample reviewed. A significant number of files however – some 190 – were grouped as Orange. In general, these files contain insufficient information and a determination could not be made from the documents therein as to whether the file complied with adoption law. As noted earlier, there is insufficient information on file to determine whether these cases should have complied with adoption law.

The sampling exercise as carried out by the Authority took place with the purpose of ascertaining whether clear evidence of incorrect registrations of births might be identified. It also aimed to build an overall picture of the extent to which such illegal registrations occurred, if any.

From an analysis of the sample adoption records as evidenced from **Figure D** below, no clear evidence of the illegal registration of children's births has been discovered therein. Markers do not appear to have been routinely or commonly used to indicate cases where the child's birth had been illegally registered in any of the files examined herein from any of the five entities considered.

Having regard to the files reviewed, therefore, there does not appear to be any labelling method employed by the entities that can be used to identify possible cases of incorrect registration of births.

17.1 Gender of Children

48 per cent (222) of these children were male, while 46 per cent (211) of the children were female. 6 per cent (30) of the files reviewed did not contain sufficient information to determine the gender of the child.

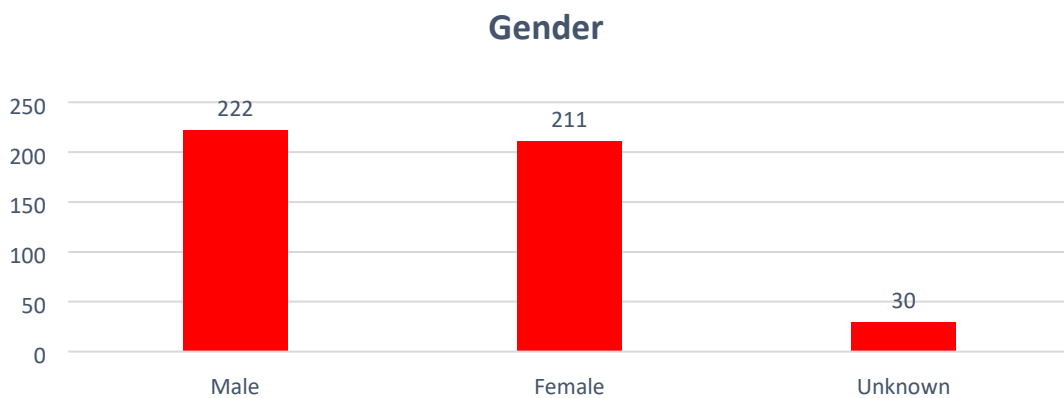


Figure A

17.2 Year of Placement

The most common time period for the placement of children contained in the files reviewed is 1970 – 1979 (100). Although the earliest file reviewed was from 1953, some of the files contained historical placements which has resulted in several pre-1953 placements being recorded in the review. The earliest confirmed date of placement apparent from the files reviewed was 1933. No child placements occurred after 1999 in any of the files reviewed. In a number of instances (85) the year of placement is unknown. There was a 71 per cent decrease in the number of placements that occurred from 1970 – 1989. However, this is likely due to the deliberate stratification approach adopted for this review, as explained at Part 7.4 above, which resulted in 15 per cent of the overall total files reviewed being dated between 1977 – 1996.

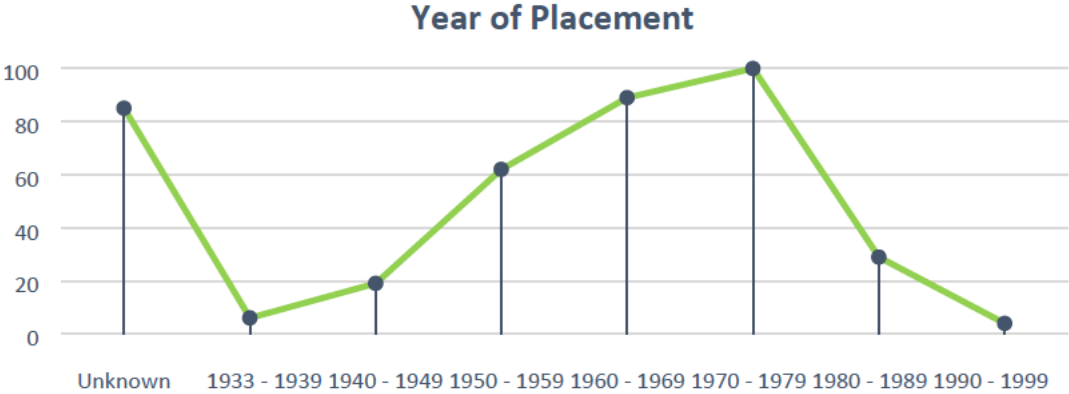


Figure B

17.3 Age of Children at Time of Placement

The age of the child at the time of placement is often unclear from the files. With the exception of the placements in which the age of the child is unknown, the most frequent age of children at the time of placement encountered in the files reviewed is 1 – 6 months (24 per cent), which is closely followed by 0 – 1 month (23 per cent). Overall, 67 per cent of children who were placed, were placed within one year of birth. In a considerable portion of the files reviewed, the precise age of the child at the time of placement is not explicitly referenced on the file i.e., by date of birth, but has been calculated based on other evidence contained on the file. Consequently, the age of a number of children forming the basis of Figure C below is an estimate.

Age at time of placement

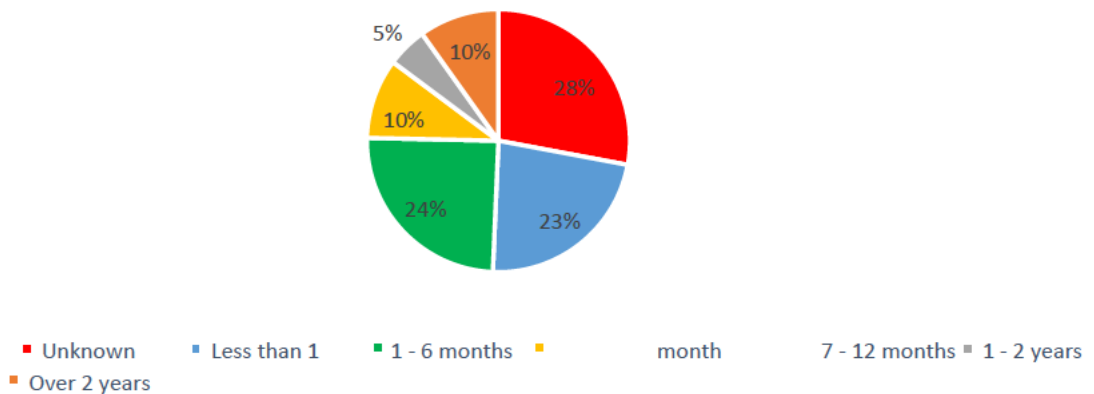


Figure C

17.4 Frequency of Terminology

In total, 79 of the files reviewed contained wording suggestive of the agreed placement / registration / adoption terminology. These files merely contained terms suggestive of the agreed terminology, rather than the precise terms themselves. It cannot be said that the presence of this terminology could amount to conclusive evidence of incorrect registration of births, nor the existence of a practice of indicators or markers highlighting such incorrect registrations.

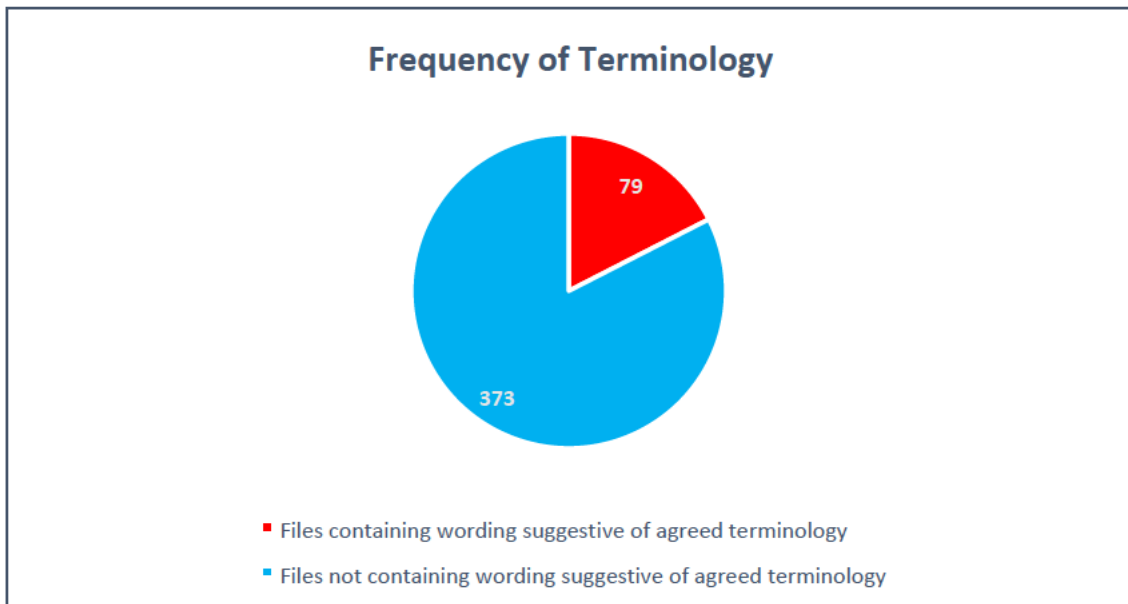


Figure D

We have included at **Appendix 5** to this Report, an additional breakdown of the terminology by reference to adoption entity.

18 Conclusion

According to the Terms of Reference, it is for the Independent Reviewer to make recommendations to the Minister on what further form of investigation or analysis, if any, would be appropriate, having regard to the extent of usable information emerging from the initial sampling process. What is clear is that the agreed indicators of potential incorrect registrations did not yield any meaningful information.

It is important to restate that this Review was directed to an evaluation of the extent of information contained in the records, and that this Review is preliminary in nature. It was to consider if the records contained sufficient information to allow it to be determined if illegal registrations of births occurred. It was not to make such a determination, whether on the balance of probabilities or otherwise. The Authority is also of the view that this Review is a first step towards fulfilling the recommendations outlined in the March 2019 Report of the *Special Rapporteur on the sale and sexual exploitation of children* following her visit to Ireland in May 2018.

In order to assist the Independent Reviewer in this regard, some overarching issues relating to compliance with applicable legislation arising from the sample files can be highlighted. This sampling process has emphasised a range of discrete issues within approximately half of all files reviewed by the Authority. These files have been classified as falling into the Orange and Red categories and are discussed in further detail at **Parts 12 to 16** of this Report.

Uncertainty is an overriding issue which arises in many of these files with regard to the final outcome for the child concerned. Often, it appears from the file that the child has been placed with the applicants, but it is unclear what transpired next in circumstances where no adoption order was made. The file does not indicate whether the child was reclaimed, whether the child remained with the applicants (albeit informally) or whether the child was subsequently placed elsewhere.

There is a notable prevalence of private placements within the Orange and Red files. Private placements were, it should be emphasised, lawful at the times in question. Moreover, many such placements took place when the child was only a few days or weeks old and within some of these files, it is often unclear how the child actually came to be placed with the applicants. The high number of private placements is therefore noteworthy.

In a number of the Orange and Red files, there is a note or memorandum on the file stating that an adoption order had been made in relation to the child concerned. No actual order is contained within the file however, and there is no other evidence of the making of such an order. It is unclear whether or not an adoption order was granted in these cases.

In a small number of cases, the child concerned was adopted overseas and a foreign adoption order appears to have been made subsequently. These cases raise questions regarding compliance with the applicable legislation. This is especially the case given that the provisions of Irish adoption law did not apply to these foreign adoptions and applicants from abroad were not assessed for adoption as required within the State. It is not apparent from the files reviewed that any other State bodies or departments were involved or referenced in the files.

In conclusion, the Authority's rigorous, forensic analysis of sampled files could not find conclusive evidence of incorrect registration of births from the agreed indicators or markers of potential incorrect registrations. The analysis found that just over half of the files examined were in the Green category, and some 6 per cent appeared not to have complied with adoption law. 42 per cent did not have sufficient information on file to determine whether they were in accordance with adoption law. However, it is important to stress that, while these cases are unclear, it cannot be concluded that there were irregularities in the files. It is simply the case that there is insufficient information from which to form a conclusion.

Therefore, as referred to above, having regard to the files reviewed, there does not appear to be any labelling method employed by the entities that can be used to identify possible cases of incorrect registration of births.

Having regard to the Terms of Reference, the Authority is satisfied that it has examined in considerable detail all of the information in its possession, and that there is very little prospect of it identifying further information from the files reviewed.

APPENDIX 1 TERMS OF REFERENCE

Department of Children and Youth Affairs

Incorrect Registrations Analysis of Adoption Records

Terms of Reference Introduction

The Minister for Children and Youth Affairs has directed that an analysis of adoption records should be carried out to see if the extent of incorrect registrations of births can be established, in the first instance from an initial exercise that will be overseen independently.

Background

Tusla, the Child and Family Agency has identified documentary evidence of a number of incorrect registrations of births from the records of St Patrick's Guild, a former adoption agency, between the years 1946 and 1969.

Identification was possible because of a marker placed on some files specifying adopted from birth. While the practice of incorrect registrations has been extremely difficult to prove in most instances, because of the deliberate failure of those involved to record any information about it, the label in SPG records has made it possible to identify possible cases and to pursue them further. There is therefore an opportunity to pursue a definite line of enquiry that has not presented itself up to now.

Further investigation

In light of this information, the Minister wishes to investigate whether there is sufficient reliable evidence of the practice that could be extracted from the records of other adoption agencies. Accordingly, she has appointed an Independent Reviewer to oversee an initial analysis of a sample of other records. A sampling exercise is planned in the first instance because of the huge volume of files involved. It is estimated, for example, that Tusla has some 70,000 records from former adoption societies, and that the Adoption Authority of Ireland has 30,000 relevant records. In addition, a wide range of existing and former adoption agencies hold about another 50,000 records.

Clearly it would be a huge task to carry out a detailed examination of some 150,000 records dating back to the 1900s, so a targeted sampling exercise of the records in the possession of Tusla and AAI is prudent in the first instance at least. The sampling exercise will provide information to assist the Minister reach a decision about what, if any, subsequent action might be established to identify more fully the scale of incorrect birth registrations.

The initial process will:

- (i) sample a set of records to be defined in an agreed methodology, to ascertain whether clear evidence of incorrect registrations might be identified;
- (ii) build an overall picture of the extent to which incorrect registrations have occurred, by time period;
- (iii) form a conclusion as to whether a more detailed analysis has the potential to yield clear information, e.g. the existence of key identifiers or markers that signal potential incorrect registrations; and
- (iv) make recommendations to the Minister on what further form of investigation or analysis, if any, would be appropriate, having regard to the extent of usable information emerging from the initial sampling process.

Role of Independent Reviewer

The Independent Reviewer will oversee and quality assure the sampling process, and will report to the Minister for Children and Youth Affairs. Their work will include:

- (i) agreeing a written sampling methodology for the process with Tusla and the Adoption Authority of Ireland;
- (ii) liaising with Tusla and the Adoption Authority throughout the process to satisfy herself that the sampling and review of records have been carried out appropriately and that the results of the analysis are accurate;
- (iii) ensuring that timescales for the process are adhered to and apprising the Minister of any potential slippage and the reason for same;
- (iv) preparing a report for the Minister for Children and Youth Affairs setting out the results of the analysis and the conclusions that may be drawn from it; and
- (v) making recommendations to the Minister on the most appropriate next steps. These may include, having regard to the information identified from the sampling process the need for: further more detailed analysis of records; an expansion of the number and types of records to be analysed; or such other steps as the Independent Reviewer considers appropriate in order to establish the potential to determine the extent of incorrect registrations.

The Independent Reviewer will use a project management approach in which they will hold regular meetings with nominated representatives of Tusla and the Adoption Authority to review progress, agree deadlines for each aspect of the work, and make decisions about individual issues as they arise.

The Independent Reviewer will report to the Minister for Children and Youth Affairs within four months of a sampling methodology being established. They may present an interim report or other communication to the Minister if they consider this appropriate at any stage of her work. Dr Geoffrey Shannon, Chair, AAI will lead the work on this matter within AAI and Mr Cormac Quinlan, Director of Transformation and Policy will lead the work within Tusla.

Department of Children and Youth Affairs

1 June 2018

ADOPTION STATISTICS

	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962	1963	1964	1965	1966
Total Agency Adoptions	192	595	478	371	490	399	349	388	439	538	664	774	812	915
Other adoptions	189	293	308	194	262	193	152	117	108	161	176	229	237	263
Total adoptions	381	888	786	565	752	592	501	505	547	699	840	1003	1049	1178

	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979
Total Agency Adoptions	1163	1055	1033	1174	1108	1069	1173	1152	1164	905	938	1064	845
Other adoptions	330	288	192	240	197	222	229	263	279	199	189	159	143
Total Agency Adoptions	1493	1343	1225	1414	1305	1291	1402	1415	1443	1104	1127	1223	988

	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Total Agency Adoptions	928	951	879	921	793	588	515	455	358	325	292	277	244	196
Other adoptions	187	240	312	263	402	294	285	260	291	290	356	313	279	304
Total adoptions	1115	1191	1191	1184	1195	882	800	715	649	615	648	590	523	500

	1994	1995	1996
Total Agency Adoptions	150	109	115
Other adoptions	274	381	290
Total adoptions	424	490	405

APPENDIX 3

TEMPLATE REPORT FOR EACH FILE

<p>Name of Reviewer:</p>	<p>File Reference Number:</p>	<p>Origin of File:</p> <p>(Agency/Home/County Council/Institution/other)</p>	<p>Adoption Order Granted (if known): Yes / No / Unknown</p>
<p>Other file / document identifier:</p>	<p>Date file generated:</p>	<p>Date of adoption order:</p>	<p>Date file reviewed:</p>
<p>Format of File: (Delete as appropriate)</p> <p>Files / Loose pages / Medical reports / Post placement reports</p>		<p>Description of File: (Delete as appropriate)</p> <p>Adoption application(s) / Adoption file(s) / Adoption order(s) / Adoption placement record(s) / Birth & baptism records / Tracing records</p>	
<p>Gender of Child:</p>		<p>Age of child at time of placement:</p>	
<p>Year of Placement:</p>		<p>Type of Placement (Delete as appropriate)</p>	

Child Placement Terminology <i>Please tick if term located</i>	Yes	No	Additional Details	Whereabouts term has been located (e.g. case notes / index card / file cover / specific document)
Private placement	<input type="checkbox"/>	<input type="checkbox"/>		
Private arrangement	<input type="checkbox"/>	<input type="checkbox"/>		
Family arrangement	<input type="checkbox"/>	<input type="checkbox"/>		
Discharged at/from birth	<input type="checkbox"/>	<input type="checkbox"/>		
Directly placed from/at birth	<input type="checkbox"/>	<input type="checkbox"/>		
Home birth	<input type="checkbox"/>	<input type="checkbox"/>		
Special care taken for private reasons	<input type="checkbox"/>	<input type="checkbox"/>		

Child Placement Terminology <i>Please tick if term located</i>	Yes	No	Additional Details	Whereabouts term has been located (e.g. case notes / index card / file cover / specific document)
Put away	<input type="checkbox"/>	<input type="checkbox"/>		
Other wording suggestive of above (please state)	<input type="checkbox"/>	<input type="checkbox"/>		

Child Birth Registration Terminology <i>Please tick if term located</i>	Yes	No	Additional Details	Whereabouts term has been located (e.g. case notes / index card / file cover / specific document)
Double registration	<input type="checkbox"/>	<input type="checkbox"/>		
Re-registration	<input type="checkbox"/>	<input type="checkbox"/>		
Amended registration	<input type="checkbox"/>	<input type="checkbox"/>		

Wrongful registration	<input type="checkbox"/>	<input type="checkbox"/>		
Illegal registration	<input type="checkbox"/>	<input type="checkbox"/>		
Incorrect birth registration	<input type="checkbox"/>	<input type="checkbox"/>		
Direct registration	<input type="checkbox"/>	<input type="checkbox"/>		
Unlawful registration	<input type="checkbox"/>	<input type="checkbox"/>		
Other wording suggestive of above (please state)	<input type="checkbox"/>	<input type="checkbox"/>		

Child Adoption Terminology <i>Please tick if term located</i>	Yes	No	Additional Details	Whereabouts term has been located (e.g. case notes / index card / file cover / specific document)
Adopted from birth	<input type="checkbox"/>	<input type="checkbox"/>		

Adopted at birth	<input type="checkbox"/>	<input type="checkbox"/>		
De-facto Adoption	<input type="checkbox"/>	<input type="checkbox"/>		
Private adoption	<input type="checkbox"/>	<input type="checkbox"/>		
Unlawful adoption	<input type="checkbox"/>	<input type="checkbox"/>		
Illegal adoption	<input type="checkbox"/>	<input type="checkbox"/>		
DOB and date of Adoption records as less than 10 days apart	<input type="checkbox"/>	<input type="checkbox"/>		
Direct adoption	<input type="checkbox"/>	<input type="checkbox"/>		
Direct placement	<input type="checkbox"/>	<input type="checkbox"/>		
Wrongful adoption	<input type="checkbox"/>	<input type="checkbox"/>		

Other wording suggestive of above (please state)	<input type="checkbox"/>	<input type="checkbox"/>		
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Review completed by:

Date:

REVIEW BREAKDOWN

Breakdown of Files Reviewed

Entity	Number of files / Ledgers captured by the Review	Number of Files / Ledgers to be reviewed	Number of Files / Ledgers reviewed	Number of children referred to	Number of spreadsheet entries	Number of Files referring to <u>no</u> children	Number of Files referring to <u>1</u> child	Number of Files referring to <u>2</u> children	Number of Files referring to <u>3</u> children	Number of Files referring to <u>4</u> children
Agency B	976	86	86	93	93	0	82	2	1	1
Agency C	325	33	33	33	33	0	33	0	0	0
Agency D	606	72	72	84	104	20	28	16	8	0
Agency E	129	13	13	20	23	3	4	2	4	0
Agency A	2323	248	248	233	258	25	213	10	0	0
Total	4,359	452	452	463	511	48	360	30	13	1

Breakdown according to Traffic Light Classification

Entity	Number of files highlighted red	Number of files highlighted orange	Number of files highlighted green	Number of children referred to in red files	Number of children referred to in orange files	Number of children referred to in green files	Number of files highlighted red where no children referred to	Number of files highlighted orange where no children referred to	Number of files highlighted green where no children referred to
Agency B	10	18	58	11	21	61	0	0	0
Agency C	1	17	15	1	17	15	0	0	0
Agency D	7	19	46	11	33	40	0	1	19
Agency E	1	7	5	1	17	2	0	0	3
Agency A	8	129	111	8	137	88	0	0	25
Total	27	190	235	32	225	206	0	1	47

APPENDIX 5

ADDITIONAL BREAKDOWN OF TERMINOLOGY

Existence of adoption orders and gender breakdown

Entity	Number of files / ledger entries reviewed	Adoption Order(s) or reference to Adoption Order(s) on file	No Adoption Order(s) or reference to Adoption Order(s) on file	Unclear from file whether an Adoption Order(s) exist	Number of children referred to in files	Male	Female	Unknown	Not applicable (i.e. no child referred on file) to
Agency B	86	2	63	21	93	52	41	0	0
Agency C	33	0	33	0	33	20	11	2	0
Agency D	72	37	24	11	84	41	40	3	20
Agency E	13	2	9	2	20	11	9	0	3

Agency A	248	6	168	74	233	98	110	25	25
Total	452	47	297	108	463	222	211	30	48

Frequency with which markers arose

Entity ⁴	Private placement	Family Arrangement	Directly placed from / at birth	DOB and date of adoption records less than 10 days apart	Put away	Re-registration	Incorrect birth registration	Remaining markers
Agency B	3	0	0	1	0	6	0	0
Agency C	0	0	0	0	0	0	0	0
Agency D	2	0	1	0	2	0	0	0
Agency E	0	0	0	3	0	0	0	0
Agency A	3	4	1	5	0	4	1	0
Total	8	4	2	9	2	10	1	0

⁴ Note: Figures relate to number of children as opposed to number of files concerned.

Frequency with which words suggestive of markers arose

Agency	Words suggestive of private placement	Words suggestive of private arrangement	Words suggestive of directly placed from / at birth	Words at suggestive of adopted birth	Words suggestive of private adoption	Words suggestive of amended registration	Words suggestive of direct placement	Words suggestive of illegal adoption	Words suggestive of incorrect birth registration	Words suggestive of family arrangement	Suggestive of incorrect registration ⁵	Suspicious ⁶
Agency B	2	2	0	0	0	0	0	0	0	4	0	10
Agency C	0	0	0	0	0	0	0	0	0	0	0	1
Agency D	1	1	1	0	1	1	1	1	1	0	0	7
Agency E	0	0	0	0	0	0	1	0	0	0	0	1
Agency A	4	2	1	1	1	0	0	0	0	17	0	8
Total	7	5	2	1	2	1	2	1	1	21	0	27

⁵ While a number of the files contain the markers or words suggestive of the markers, this may not necessarily reflect the position on the file. Having reviewed the sampled files, the Authority has concluded that there is insufficient information in those files to determine whether any incorrect registrations occurred.

⁶ The word "suspicious" was not one of the markers requested by the Independent Reviewer. However, the Authority labelled certain files as "red" meaning that the file does not appear to comply with adoption law. It is important to note that the files in this category involved cases which, by definition, did not result in adoption, and would not necessarily have been subject to adoption law.

APPENDIX 8a

AAI – AGENCIES WITH MARKERS ETC BY YEAR

Entity	No. of files reviewed	No. of files with markers	Breakdown by year
Agency B	86	23	1952 – 2 1956 – 1 1957 – 3 1963 – 1 1965 – 1 1968 – 1 1969 – 1 1970 – 2 1971 – 3 1972 – 2 1974 – 1 1975 – 1 1976 – 2 1977 – 1 1978 – 1
Agency C	33	1	1954
Agency D	72	14	1954 – 5 1956 – 1 1957 – 1 1960 – 1 1964 – 2 1966 – 1 1968 – 1 1969 – 1 1975 – 1
Agency E	13	4	1975 – 1 1976 – 1 1982 – 1 1983 – 1
Agency A	248	47	1953 – 6 1954 – 1 1955 – 3 1956 – 1 1960 – 1 1962 – 1 1964 – 3 1965 – 3 1967 – 7 1968 – 1 1969 – 2 1970 – 3 1971 – 1 1972 – 3 1976 – 4 1980 – 2 1981 – 1 1982 – 1 1985 – 1 1987 – 1 1991 – 1

Table– AAI Markers etc by Year

Year	Number	Year	Number	Year	Number	Year	Number
1952	2	1960	2	1970	5	1980	2
1953	6	1961	1	1971	4	1981	1
1954	7	1963	1	1972	5	1982	2
1955	3	1964	5	1974	1	1983	1
1956	3	1965	4	1975	3	1985	1
1957	4	1966	1	1976	7	1987	1
		1967	7	1977	1		
		1968	3	1978	1	1991	1
		1969	4				
TOTAL	25		28		27	1980s	8
						1990s	1

Table of Confidence level by AAI Adoption Agencies

Entity	Total No. of Files	Total No. of Files Reviewed	Margin of Error %	Confidence Level %	Number of files containing markers, wording suggestive of markers or arising suspicion	Percentage of files containing markers, wording suggestive of markers or arising suspicion	Rounded	Confidence Interval Lower Bound	Confidence Interval Upper Bound	Confidence Interval (rounded)	
Agency B	976	86	10	95	23	26.7	27	16.7	36.7	163.42 (160)	358.62 (360)
Agency C	325	33	16	95	1	3.0	3	0.0	19.0	0.00 (0)	61.85 (60)
Agency D	606	72	11	95	14	19.4	19	8.4	30.4	51.17 (50)	184.49 (180)
Agency E	129	13	26	95	4	30.8	31	4.8	56.8	6.15 (10)	73.23 (70)
Agency A	2,323	248	6	95	47	19.0	19	13.0	25.0	300.87 (300)	579.63 (580)
Total	4,359	452	5	95	89	19.7	20	14.7	24.7	640.35 (640)	1,076.25 (1,080)

TUSLA - CHILD AND FAMILY AGENCY ADOPTION AND ALTERNATIVE CARE RECORDS SAMPLING PROJECT REPORT

MARCH 2019

PREPARED BY:

**SIOBHAN MUGAN: NATIONAL MANAGER FOR ADOPTION SERVICES,
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UNDER THE DIRECTION OF:

**CORMAC QUINLAN: DIRECTOR OF POLICY AND TRANSFORMATION,
TUSLA.**

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Chapter one

1.0 Introduction

The Child and Family Agency, Tusla presents this report to the independent reviewer appointed by the Minister for Children and Youth affairs.

The purpose of the report is to provide the results of the targeted sampling exercise carried out by Tusla on the thirty identified Adoption and other agencies associated with alternative care placements for children using the twenty six markers. The selected agencies and methodology was overseen and quality-assured by an independent reviewer.

This project was initiated on foot of the discovery of illegal birth registrations among the St Patrick's Guild Adoption Society. The aim was to select a sample of records and search using an agreed set of markers that may indicate the possibility of illegal registrations of births and, if possible to establish the extent of the practice.

Tusla wishes to clearly state that its overarching principal underpinning the project was the safety and welfare of the relevant person/ subject whose records were included in this scope. Tusla implements a policy of openness, transparency and honest disclosure of information throughout the scoping exercise while adhering to confidentiality, privacy and protection of personal data. The safety and welfare of the relevant person and the other parties whose cases formed part of the scoping exercise was the paramount consideration in all actions, interactions and decision making undertaken.

This complicated, voluminous and time consuming task was undertaken by Tusla Adoption services staff, in addition to their current role and functions, and within existing resources. Staff have to be acknowledged and complimented for their dedication to the task and overcoming the challenges that presented.

There were a total of sixty two markers found, with one hundred and fourteen terms or phrases suggestive of a marker bringing the total number of markers to one hundred and seventy six.

There were a further ninety nine cases identified that warranted further assessment. A detailed breakdown of the methodology used and the finding specific to each agency is further set out in chapter 2 and 3 of the report.

1.1. Tusla, Child and Family Agency

On 1st January 2014 Tusla - Child and Family Agency became an independent legal entity, comprising of HSE, Children and Family Services, the Family Support Agency and the National Educational Welfare Board as well as incorporating some psychological services and a range of services responding to domestic, sexual and gender-based violence.

Tusla is now, inter alia, the dedicated State agency responsible for improving wellbeing and outcomes for children. It represents the most comprehensive reform of child protection, early intervention and family support services ever undertaken in Ireland.

It operates under the Child and Family Agency Act 2013, a progressive piece of legislation with children at its heart and families viewed as the foundation of a strong healthy community where children can flourish. Partnership and co-operation in the delivery of seamless services to children and families are also central to the Act.

There are over 4,000 staff working in the Agency, which has an operational budget of over €750 million. Tusla has responsibility for the following range of services:

- Child Welfare and Protection Services, including family support services,
- Family Resource Centres and associated national programmes,
- Early years (pre-school) Inspection Services,
- Educational Welfare responsibilities including school completion programmes and Home School Liaison,

- Domestic, sexual and gender based violence services,
- Services related to the psychological welfare of children,
- Adoption,
- Alternative care services.

1.2. Adoption Services

The report from the Task Force on the Child and Family Support Agency, July 2012, recommended that local units should be responsible for the full range of services, with the exception of those services deemed more appropriate to national delivery. Adoption was determined to be a service appropriate to national delivery. Accordingly, the adoption services transitioned from a regionally delivered service to a nationally delivered service effective from 1st September 2014.

Adoption Services currently comprises a staff complement of 100 WTE and a budget of circa €7.9m per annum.

National Adoption Services is currently divided into six regions:

- Corporate Office
- South West
- South East
- West
- DML
- DNE.

The service is responsible for three distinct service areas:

1.2.1. Receiving children into care for the purposes of adoption

If a birth/natural mother is considering placing her child for adoption she is referred to Tusla Adoption Services. Many of these referrals are directly from maternity hospitals. Social workers must respond immediately as natural/birth mothers who wish to place their child for adoption often request to leave the hospital shortly after giving birth. If they do so, without the necessary documents completed, it could result in complications for the child in alternative care. The role of social workers in this regard is very delicate as they need to balance the rights of a child whilst giving the birth parents time to consider their decision whether or not to parent. The average length of time from a child being received into care for the purposes of adoption to the granting of an adoption order is approximately two years. Locating birth fathers and consent issues can be time consuming and complex. Referrals to the High Court are often necessary in relation to consent issues.

1.2.2. Assessment of eligibility and suitability to adopt a child

Assessing applicants as to their eligibility and suitability to adopt a child:

- A child born in Ireland; i.e. Domestic Adoption,
- A child born abroad; Inter-country Adoption,
- Step-parent Adoption,
- Extended Family/Relative Adoption,
- Foster Care to Adoption,

The assessment of eligibility and suitability to adopt can take a minimum of two years. The threshold for positive recommendation is high. Tusla Adoption Services must ensure the welfare of the child is being met and will continue to be met long after Tusla's involvement has ceased. This is a very legalistic and complex area that requires thorough attention to detail with the final recommendation being forwarded the adoption committee. The committee makes an independent assessment based on the case presented. The final recommendation of the committee is forwarded to the Adoption Authority of Ireland for a decision on the eligibility and suitability of the applicant.

1.2.3. Information and Tracing Services

Information and Tracing Services, underpinned by Section 4k of the Adoption Act 2010, assists adopted people, parents who have placed children for adoption, adoptive parents, and birth family members of people placed for adoption who wish to request information on themselves or who wish to seek to 'trace', that is, to make some form of contact with each other.

Adoption and Information and Tracing Services in Tusla currently hold over 70,000 historical records. The exact number of records held by the agency has never been determined as such a complex task would be both resources intensive and complex.

1.2.4. Illegal birth Registration Project 2018

In 2014, St Patrick's Guild Adoption Society announced their intention to cease operating their Information and Tracing Service. Although a limited service continued it did not meet the growing demand from service users resulting in the development of a significant waiting over the following two years.

In order to address the needs of those seeking a service, in addition to concerns expressed regarding the welfare of the 13,600 records held by the Guild, Tusla agreed to take possession of the records May 2016.

Since then Tusla has been providing information and tracing services to those to whom the records pertain. In the course of this work Tusla identified a number of records where it believed there was documentary evidence of the practice of Illegal Birth Registration often referred to as *illegal adoptions* or *adoption from birth*.

The discovery of these records has far reaching consequences for all stakeholders but in particular for those who are personally affected such as the subject of the illegal registration, the registered parents and the birth parents and other family members.

Accordingly, before any contact with clients was considered Tusla undertook a rigorous and detailed examination of the facts in order to validate the accuracy of the suspected illegal birth registrations. This involved a full review of the records and a thorough search of the register for birth, deaths and marriages for the official birth registration. The assistance of the Adoption Authority was requested in determining whether an adoption order had been granted in any of the cases identified.

On 29th May 2018 the Minister for Children and Youth Affairs announced the findings and since then Tusla has been tracing and informing those affected. In addition, the Agency has prepared for and commenced a scoping exercise under the direction of an independent reviewer appointed by the Minister. This scoping exercise will view a percentage of the records held to ascertain the possible extent of the practice of illegal registrations. This required the review of 1044 records within existing resources and is the subject of this report.

The illegal birth registration revelations have resulted in the media spotlight on the Tusla Adoption Services with an increase in service demands, media and legal queries, FOI and Data Subject Access requests to be managed within existing resources. The scoping exercise has significantly added to the demands on the service which has impacted waiting times for service delivery.

1.2.5. Mother and Baby Homes Investigation

Following a Government decision in June 2014, a Commission of Investigation into Mother and Baby Homes and related matters was established by the Department of Children and Youth Affairs. In early 2015, the Minister confirmed the appointment of Judge Yvonne Murphy as Commission Chairperson, with international legal expert on child protection and adoption Dr. William Duncan, and historian Professor Mary. E. Daly, appointed as Commissioners.

This comprehensive investigation, with significant powers afforded under legislation, requires careful, sensitive and diplomatic handling on behalf of the commission. The investigation will provide an effective and transparent mechanism to examine complex and very sensitive matters. While also respecting fair procedures and natural justice into the manner in which vulnerable women and children were treated in mother and baby homes, how they came to be there in the first place and the circumstances of their departure from the homes. Tusla has cooperated in full with this investigation.

In light of the discovery of the illegal birth registrations Tusla notified the commission as the investigation of these matters are included in the commission's terms of reference. Copies of all records have been made available to the Commission at their request.

1.2.6. Enacted and Pending Legislation

The introduction of the Children and Family Relationship Act 2015 on the 18th January 2016 had a significant impact on Tusla Adoption Services, with specific emphasis on the rights of birth fathers, the voice of the child and the extension of those eligible to apply for guardianship.

The Adoption (Amendment) Act 2017, on foot of the Children's Referendum, will facilitate and increase the number of children in long term foster care being considered for adoption.

With regard to the upcoming Legislation, in particular the Adoption (Information and Tracing) Bill 2016 published in November, this is expected to be enacted by the end of 2019. Tusla Adoption Services have prepared several briefing papers to the Department of Children and Youth Affairs, (DCYA) to assist it in the development of these important legislative changes .

The emphasis on identity over privacy as proposed by this legislation has informed and underpinned Tusla's approach to informing those affected by the illegal birth revelations. That said, Tusla adoption service continues to adhere to the protection of personal information as provided for under GDPR and the Data Protection Act 2018. To that end, each case is unique and therefore any decision on the extent and type of information disclosed is taken on a case by case basis.

2.0. Glossary of Terms

Illegal birth registration: This is where false details of a child's birth have been provided to the Registrar for births, deaths and marriages leading to the production of an unlawful register entry and certificate.

A record: For the purpose of this exercise a record is defined as a document and or written report relating to one child. There may be one or several references to that child in one or more documents. Some of the files sampled could be categorised as family files containing information on more than one child. In other cases the file is in the name of the birth parent or foster care/adoptive parents. Some records referred to other agency records and these were also sourced in order to ensure all relevant records pertaining to a child were reviewed.

Adoption Societies: These organisations are accredited by the Adoption Authority to provided adoption services. Accreditation is a formal evaluation of an organisation or programme against criteria set out in legislation. In the context of adoption, accreditation means the formal evaluation by the Adoption Authority of Ireland of certain bodies or persons, specifically bodies or persons who are involved in making arrangements for the adoption of a child or the provision of services such as tracing, counselling or mediation for adopted persons or relatives of adopted persons, (Adoption Authority website, 2019).

The legislation governing the accreditation process is Statutory Instrument No. 524 of 2010 Adoption Act 2010 (Accredited Bodies) Regulations 2010. Many of the societies were funded by the state in the past. Women and their families also contributed to the maintenance of their child while in the care of these agencies. Many agencies also depended upon donations.

Mother and Baby Homes: These were state funded institutions who accommodated unmarried pregnant women during their period of confinement. There were several such homes operating around the country with many of them acting as adoption agencies or linked to an adoption agency.

Nursing Homes: These were private homes providing maternity services.

Boarded out/ At Nurse: Children, who could neither go home or were deemed unfit for adoption, were often boarded out to a family. Many were placed with extended families but others were placed with strangers. In some cases they worked on farms and on occasion were subsequently adopted by their carers.

Marker's. An agreed list of 26 terms approved by the Independent Reviewer to be searched for as part of the scope. See **appendix 3**.

Suspicious cases: For the purposes of this report, Tusla has identified a number of cases where there are

concerns around practice and/or the legalities of actions and/or inactions. Tusla emphasises however, that these are only suspicions as the records do not hold sufficient information to make a full assessment. In order to make a determination in relation to the legality or otherwise of the practice a full trace would be required.

3.0. Background to the project

3.1 Illegal birth registrations

Still under British rule, Ireland introduced the Act for the Registration of Births, Deaths and Marriages on the 20th April 1863. The Act states that all births, deaths, and marriages must be registered. Conversely, if by doing so someone purposefully provides false or incorrect information the following subsection applies;

Penalty for wilfully giving false Information. Every person who shall wilfully make or cause to be made, for the purpose of being inserted in any Register of Birth or Death, any false Statement touching any of the particulars herein required to be known and registered shall be subject to the same Pains and Penalties as if he were guilty of Perjury

The intent of registering a child's birth in a name other than that of the natural/birth mother is believed to be for two possible reasons;

- To speed up the placing of a child with its new parents by bypassing the legal adoption process. Some natural/birth mothers would be aware but others would not be and would presume a legal adoption had taken place,
- To conceal the identity of the natural/birth mother.

There is anecdotal evidence that this was widely practiced in Ireland often to hide the true parentage of a child. This was mainly as a result of societal and religious pressure surrounding sex outside marriage and illegitimacy.

3.2 Illegal birth registration and St Patricks Guild Adoption Society.

Tusla received the records of St Patricks Guild Adoption Society in May 2016, further to a signed Deed of Transfer agreement. Over the following months while working the records it was established that at least 126 births between 1946 and 1969 were illegally registered with the Birth and Deaths Registrar. This has now increased to 148 as of January 2019.

Although there have been suspicions of this practice over the years, with little or no evidence to confirm the activity in the absence of witness statements, this is the first time that undisputable evidence of the practice has been found. This currently only relates to records of St Patrick's Guild Adoption Society births between 1946 and 1969.

3.3. Announcement by Minister Zappone, Minister for Children and Youth Affairs May 2018

On foot of this discovery, Tusla reported the finding to the Department to Children and Youth Affairs in February 2018 and shortly thereafter the Minister for Children advised the government. It was agreed that the public needed to be informed and accordingly, in a press briefing, Minister Zappone gave details of the findings with assurances that all those affected would be informed. Tusla has since allocated all 148 cases and continues to inform those affected.

3.4. Independent review

In addition to informing those affected, the Minister advised that an initial scope of records held by both the Adoption Authority and Tusla would be conducted to indicate the possible extent of the practice in other Adoption Agencies and similar institutions. In June 2018 an independent reviewer was appointed to oversee the project. Tusla has now conducted this sampling exercise to identify, locate and report any of these identifying words/markers, including the highlighting of any concerns relating to these records. The independent reviewer will then make recommendations to the Minister on what further investigation or analysis, if any, would be appropriate, taking into account the findings of the initial scope.

3.5 Legal basis and Data protection.

The provision of Information and Tracing services is underpinned by Chapter 4(k) of the Adoption Act 2010. The 2010 Act, while referencing to the making of arrangements for the adoption of a child (whether a domestic adoption or an intercountry adoption), includes the following activities in subsection k

- i. assisting—
 - a. adopted persons (18 years of age or over) in tracing their birth parents or other relatives, and
 - b. birth parents or other relatives (18 years of age or over) of adopted persons in tracing the adopted persons;
- ii. counselling the persons described in subparagraph (i);
- iii. mediating between adopted persons described in subparagraph (i) and birth parents or other relatives, both as described in that subparagraph.

In order for Tusla to carry out the scoping exercise, it needed to have a legal basis under the Data Protection Act 2018, in the absence of more specific legislation. As the subject of the records under review were not going to be notified of that fact, nor had they initiated or sought a service from the Tusla as section 4 k above provides, clarification was sought on the legitimacy of Tusla's basis to conduct such an exercise.

The various provisions from the Data Protection Act 2018 (2018 Act) were considered in the absence of legislative provision and it was submitted that the only relevant sections are Sections 38 and 51.

Section 38 of the 2018 Act allows the processing of personal data where it is necessary and proportionate for the performance of a function conferred on a controller by or under an enactment. This means that the processing must be pursuant to a function granted to Tusla under law. Tusla has not been granted a function (under law) to undertake the proposed scope and so, it should be granted such a function if it wants to process (ordinary) personal data under section 38. Accordingly, it was believed that a statutory instrument should be passed giving Tusla the function to undertake the proposed scope.

Section 51 of the 2018 Act allows the processing of special categories of personal data for reasons of substantial public interest where it is carried out in accordance with regulations. Accordingly, regulations would have been ideal under Section 51.

In summary, in order to carry out the scope, Tusla should have had a:

- statutory instrument giving it the function to undertake the proposed scope. That way, it can rely on Section 38 of the 2018 Act when processing (ordinary) personal data,
- regulation under Section 51 of the 2018 Act so it can process special categories of personal data for the purposes of the scope.

While no clear legal basis was established, the issue was referred to the Department of Children and Youth Affairs.

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

4.0 Project

4.1 Limits of the scope

A sampling exercise was planned in the first instance because of the huge volume of files involved. It is estimated that Tusla has some 70,000 records from former adoption societies and Mother and Baby Homes in addition to Boarded out/At Nurse Records with some private nursing homes. The Adoption Authority of Ireland has 30,000 relevant records. It is estimated that a further 50,000 records may be in the possession of a wide range of existing and former adoption agencies.

It would be a huge task to carry out a detailed examination of some 150,000 records dating back to the 1900s, so a targeted sampling exercise of the records in the possession of Tusla and AAI was considered prudent in the first instance at least. It was the intention that the sampling exercise will provide information to assist the Minister reach a decision about what, if any, subsequent action might be established to identify more fully the scale of illegal birth registrations. The initial process will:

- Sample a set of records to be defined in an agreed methodology, to ascertain whether clear evidence of illegal registrations might be identified,
- build an overall picture of the extent to which illegal registrations have occurred, by time period,
- form a conclusion as to whether a more detailed analysis has the potential to yield clear information, e.g. the existence of key identifiers or markers that signal potential incorrect registrations, and
- make recommendations to the Minister on what further form of investigation or analysis, if any, would be appropriate, having regard to the extent of usable information emerging from the initial sampling process, (DCYA: Terms of Reference 1st June 2018).

4.2 Role of Independent Reviewer

The independent reviewer will oversee and quality assures the sampling process, and will report to the Minister for Children and Youth Affairs. To date their work included:

- agreeing a written sampling methodology for the process with Tusla and the Adoption Authority of Ireland,
- liaising with Tusla and the Adoption Authority throughout the process to satisfy herself that the sampling and review of records have been carried out appropriately and that the results of the analysis are accurate,
- Ensuring that timescales for the process are adhered to and apprising the Minister of any potential slippage and the reason for same.

Further to the submission of this report, in addition to the AAI report on the findings of both agencies scoping exercise, the independent reviewer will then:

- prepare a report for the Minister for Children and Youth Affairs setting out the results of the analysis and the conclusions that may be drawn from it,
- make recommendations to the Minister on the most appropriate next steps. These may include, having regard to the information identified from the sampling process the need for: further more detailed analysis of records; an expansion of the number and types of records to be analysed; or such other steps as the independent reviewer considers appropriate in order to establish the potential to determine the extent of incorrect registrations.

The independent reviewer advised from the outset that she would approach the project from a project management prospective. To that end they held regular meetings with nominated representatives from Tusla and the Adoption Authority to review progress, agree deadlines for each aspect of the work, and make decisions about individual issues as they arose. Accordingly, Tusla has continued to liaise with the independent reviewer throughout the process, seeking approval for any variation or deviation for the agreed methodology where necessary.

Dr Geoffrey Shannon, Chair, AAI was appointed to lead the work on this matter within the AAI and Mr Cormac Quinlan, Director of Transformation and Policy to lead the work within Tusla.

After some delay due to legal and data protection issues, the project commenced with Tusla committing to complete the task by the end of March 2019, (DCYA: Terms of Reference 1st June 2018).

4.3 Tusla and the scope

4.3.1. Project Team

Tusla project management office allocated a project manager to assist the adoption service with the project. A project management oversight team was established and a plan developed. The project team met on several occasions and then held weekly teleconferences lasting two to three hours.

The project team comprised of:

- national manager,
- project manager,
- project lead,
- principal social workers
- reviewing social workers
- administrative leads.

4.3.2. Project Plan.

The following is a detailed description of how the project was approached:

(i). Administrative process Phase 1: (3rd December 2018- 24th January 2019)

A dedicated staff member, the project lead, attended each site where records were held and identified the sample sets using a framework as set out below. The allocation of one person to fulfil this task ensured a high level of consistency and oversight of the sampling process.

Each site was allocated an administrator who was familiar with the records to assist the project lead in the sampling process and the development of a corresponding data base referred to as AACR4; (see chapter 3). Each agency and record was allocated a unique Tusla sampling reference number. This procedure is set out in the document referred to as AACR1; see **appendix 1**.

As each institution/Adoption Agency had unique administrative processes and record keeping systems, the sampling methodology varied from agency to agency. Taking this into account, each agency was sampled individually and the methodology and rationale used for each unique site/agency clearly documented and explained. Nevertheless, all efforts were made to standardise the approach where possible. The details of the methodologies used are set out in Chapter 2 of this report.

Tusla consulted a number of personnel as part of this project. This is to ensure that the methodology used was robust given the complexity of the records to be scoped.

A suite of templates were designed for each aspect of the project: See Table 1

Table 1: Template Documents used in the Adoption Record Review Project AACRI- 5

Document Identifier:	Purpose:	Use
AACR1	Procedure To provide direction to staff in each area on the completion of the Adoption & Alternative Care Record Review.	Throughout the Review
AACR2	Handover document: To document the extraction & handover of records in each area. (See appendix 2)	Handover of Records to PSW/ Designate
AACR3	Review Form: To record the formal review of each individual record & to gather information regarding the existence of specific terminology that may indicate that an incorrect registration has taken place.	One review form is completed by the social worker for every Record Reviewed.
AACR4	Database: Adoption & Alternative Care Record Review Database. The purpose of the database is to record the information contained in each of the AACR3 review forms.	The database is maintained by the lead administrator in each location and contains information regarding the AACR3 (Review) forms.
AACR5	Quality Audit: The purpose of this audit is to check and confirm that the review has been conducted in line with this procedure and the approved methodology.	The AACR5 contains information relating to the 10% representative audit conducted in each area.

(ii). Record Review (Phase 2; 4th December 2018 to 28th February 2019)

A team of experienced Tusla social work staff, who are familiar with the records, was convened under the supervision of the five principal social workers (PSW) to read the sampled records. They identified the agreed markers and any other identifying marks or indicators that could indicate a possible illegal birth registration. See **appendix 3**.

In line with Tusla’s statutory responsibility any other issue of concern i.e. child protection was reported, as appropriate to the relevant authorities.

(iii) Review of findings (Phase 3; 11th March to 12th April 2019)

Upon receipt of the 1044 review forms, the corresponding database and check list (see **appendix 5**) the national manager with the project lead reviewed each of the AACR3 review forms (see **appendix 4**). Queries were referred back to the responsible principal social worker for clarity. Each review form was also cross checked against the data base for accuracy.

4.4 Methodology.

4.4.1 Sampling

From the outset a total of 1082 records were to be sampled from 30 Agencies. See **Appendix 6** for a full list of agencies included in the scope. This comprised of 30 records from the smaller Homes /Agencies with 68 records from four of the larger institutions as recommended by the independent reviewer. The original 1082 was subsequently reduced to 1044 as explained in Table 2 and 3.

Table 2: Proposed Agencies to be sampled

Agencies/Records	No of agencies/Records	Number to be samples	Total no sampled
Adoption Societies	20	4 x 68 & 16 x 30	752
Private Nursing Homes	6	30	180
Boarded out Records	5	30	150
Total	31		1082

Table 3: Actual agencies sampled.

Agencies/Records	No of Agencies/Records	Number to be samples	Total no sampled
Adoption Societies	19*	4 x 68 & 15 x 30	722
Private Nursing Homes	5**	30***	172
Boarded out Records	6**	30	150
Total	30		1044

*Agency 9 [REDACTED]

**Agency 31 [REDACTED]

*** Two of the Nursing homes did not have enough records to meet the required 30. These were Agency 21 with 23 records and Agency 24 with 29.

The sample was weighted at approximately 1 percent of circa 70,000 records held by Tusla. The sample records will be taken for the period 1953-1996 as agreed. However, it will be weighted heavily from the period 1953 to 1976, in contrast to the later period 1977 to 1996; where the records allow.

The records were being taken from each of the following **document types**; see **appendix 9**

- Only register/ledger records – 30/68 records sampled (sample contained the information within the register only)
- Files and Registers – 30/68 of files (& any related register/record entries collected where possible)
- Only Index Cards – 30/68 of the index cards (sample contained the information within the index card only)
- Files and index cards – 30/68 of files (& any related register/record entries collected where possible)
- Boarded out: - 30 of total records sampled from 6 sites

The above criteria were strictly adhered to where possible and any variances have been documented in the methodology in Chapter 2 of this report.

4.4.2 Review

The sample was reviewed by Tusla social workers who were experienced with information and trace activities and working adoption records. The social work team were tasked with performing a detailed review of the records to identify the presence of one or more of the set of twenty six agreed markers (see **appendix 3**). A standardised template referred to as AACR3 (see **appendix 4**) was completed by the social worker for every record reviewed.

4.4.3. Report and findings

The National Manager for adoption and the project lead, compiled a report of the findings using the agreed dataset as directed by the independent reviewer.

5.0 Risks and Quality Assurance

5.1 Risks

There is a risk that this review may raise expectations of Tusla identifying concrete evidence of proof of illegal birth registrations whereas in reality this proof may not exist to the extent that it is documented within the adoption records or files.

5.1.1 Quality Assurance

Due to the voluminous nature of the scoping exercise to be completed in a relevantly short period of time, in addition to the lack of a modern day filing system and the absence of indexing and cataloguing of records, it was imperative that quality controls were included in the process.

In the sampling phase, a project lead was appointed to ensure consistency in the sampling process. Each site allocated an administrative lead to assist the project lead. The sampling used for each agency was documented and signed by both parties. A database for each agency was then populated from the agreed sample at each site.

At review stage, with the agreed standardised review templates, records were reviewed by qualified social workers. The finding of each review form was entered into a pre-populated database. Once reviewed, each worker completed the AARC3 review template (see **appendix 4**) and this was signed by the PSW. Ten percent of the records sampled were subject to a quality check by either a PSW or designated social work Team leader (**appendix 8**). The quality check involved a full review of the entire record.

At the third phase the project lead with the national manager reviewed each review form twice and crosschecked against the data bases. Upon compilation of the findings, a further two crosschecks were carried out to ensure accuracy.

The draft report was approved by a legal advisor. The data protection team reviewed the document and deemed it in compliance with data protection regulation. It was finally edited and reviewed by the Director for approval before submission to the independent reviewer.

6.0 Challenges and issues arising

6.1 Phase one: Extraction of sample

Theme: Terms of reference

Number of cases verses incidence of markers: Agreement required on whether Tusla would record the number of cases or the number of markers.

Gender- Demographic information on gender requested by Independent reviewer for inclusion in the final report was not included in the terms of reference.

Theme: Extraction weighting period

Weighting period; 85 percent from 1953-1976 & 15 percent from 1977 -1996: Not all Agencies/Homes were open during the period 1953 to 1996. Some adjustments were required. These were agreed with the statistician and independent reviewer.

Theme: Data protection and GDPR

Tusla was required to determine the lawfulness of processing (article 6) and the legal basis in relation to processing of special categories of personal data (article 9). A data protection impact assessment, DPIA was completed. A position paper was presented and approved by Tusla Board of management on foot of a letter from the Minister for Children and Youth Affairs requesting Tusla to conduct the scope.

Theme: Legal basis.

Legal basis under the Child Family Agency Act: Tusla was required to determine the legal basis to enable it to conduct the review, as in above

Theme: Scope –final number of included in the review:

As a result of issues set out in above the final number of records/files reviewed was 1044 a decrease of 42 from the original 1082.

6.2 Phase two: Review of extracted records

Theme: Development of templates

The development of standardised templates to capture the twenty six markers and other information that would allow the file to be further reviewed was challenging as agencies administrative process varied substantially from each other e.g. some agencies named the file in the child's name others in the birth/natural mothers or the adoptive parent's name. When identifying the records it was imperative that a standardised dataset and unique reference number was used so that the records could be easily identified if required in the future.

In regards to the pro-forma some variance was required between Tusla and the Adoption Authority of Ireland's templates again due to the differing records held by the two agencies. This variance was due to the lack of a modern day filing, indexing and cataloguing systems used by many of the homes/agencies. The condition of the records was also a factor.

Theme: Extent of review

The extent to which each social worker searched for evidence of an illegal birth registration was applied consistently as far as possible. Where there was evidence of an illegal birth registration additional records were not sought (See **appendix 7, ACCRMT4**). If there was no evidence confirming a legal registration, additional records were located, retrieved and reviewed where these records were in Tusla possession and believed to exist. This resulted in the exchange of a significant amount of records between offices and was very time consuming. Many of these records are archived and locating them was difficult.

Theme: Location of records

Information is stored in different formats across the Tusla sites. There is no central database or catalogue of files. Therefore, when further information was required in relation to a natural/birth mother or child, staff were required to complete a manual search for files and request information from other areas outside of the adoption service. Accordingly, child protection and welfare teams were requested to search for records where there was an indication that the child was taken into care or the subject of child protection assessments.

Theme: Format of record keeping

Information, Records and Files are held in multiple formats (ledger entries, log books etc.) and there is no standardised format, with each Home/Agency recording data/information in a unique way.

Theme: Paper to digital formats

The majority of records/files are held in paper format and difficult to photocopy without risk of damage to records, such as ledgers. Hand held scanners provided some assistance but were not available to all sites at such short notice. Instead some records such as registers were photographed by staff, uploaded printed and then placed on the file. This reduced the time period for social workers reading the records. This task carried out by the administrators was time consuming and added to the overall timeframe required to complete the review.

Theme: Legal & Child Protection Concerns

There is some information in records/files regarding under-age natural/birth mothers some as young as 12 with the vast majority of the under age at 15, 16 and 17 years of age. As the data subjects are not aware their records are being reviewed, with some having died in the meantime, legal advice has been sought by Tusla regarding any further action required in these cases. Allegations of rape and incest are also recorded on the records, some of which are associated with under age pregnancies.

The terminology used varied in some instances and the word 'abortion' is recorded in some cases. Some cases refer to one individual as having a number of 'abortions' within a specific timeframe and others about a number of 'abortions' relating to individuals attending a specific Home/Agency.

There is evidence of allegations of forced or coerced consent, and there is no recorded evidence of consent in some cases. Records of mothers with significant mental health issues and evidence of mothers being under age raise some question regarding the possible validity of some consents.

There were other consent issues such as: natural/birth mothers asking to have their children returned but no information recorded as to why the children were not returned. There is limited recording in many cases of the agency having met or engaged with the mother. Record keeping in relation to adoptions to America and the identification of psychiatric illness of the natural/birth mother including the issue of free and informed consent to the adoption again, was rarely recorded.

Attempts to reclaim children by their mothers appear not to be acted on. One mother is recorded as being advised that her child had died after she had spent years working close by the convent so that she could reclaim her child when she reached sixteen years old.

There are indications of children being placed with adopted parents very shortly after birth or placed directly with the adoptive family.

There are several incidents of children having several dates of birth recorded with many just one day apart. e.g. DOB 3/6/53 also recorded as 4/6/53. This is a practice in many of the agencies examined, with no explanation for the discrepancy.

One home had very limited records which was different to other agencies that were operational at the same time. There were also references in one file to a commissioner of oaths not having knowledge of a natural/birth mother when he authorised consent. In that case a member of the religious order swore an affidavit saying they were satisfied with the consent.

The issue arose regarding the legality of British born babies being brought to Ireland clearly with the purpose of adoption with the mother's consent but without the approval of a Magistrates Court order. Particularly in cases whereby the children were 'boarded out', issue of payment and allowances were raised and it would appear to be a highly motivating factor in accepting the child, where the child being used as additional labour is a factor.

There is some indication of the possibility that some registers were filled in retrospectively with all children baptised one day after birth and given their adopted parents name, including some children appearing to be placed directly with the adoptive family.

There were a number of files where it stated that the child was placed directly with the adoptive parent within six weeks of birth. There is little recorded information in the files regarding the wellbeing of the natural/birth mother after the child is born.

Theme: Consistency

Staff focussed on ensuring consistency which was challenging as there were multiple personnel involved in the review, all requiring a full brief and supervision. The consistency was controlled through restricting the review to social workers with access to the support of a social work team leader or principal social worker at all times.

Theme Ensuring quality

The quality checks were a challenge as it was a minimum of a social work team leader grade that could complete the quality check. This created a time lag as files were returned to social workers for clarification and then re-quality checked. The quality checks were the most intense phase reliant on a full review of the record by a principal social worker and social work team leader grade.

Theme: Non indexed registers and ledgers

This review illustrates on a small scale what is envisaged to be completed through the gathering of records into one central repository. The issue arising is the difficulty in relation to the non-indexing of the registers and ledgers which requires a manual search. While scanning protects the register/ledger to a certain extent, it does not improve the execution of the task as it is still required to be completed manually.

Theme: Practice issues

In some records there were 'identified' gaps with no confirmation of where either the child or the mother was during these periods.

In one instance, the Children's Officer wrote to the foster mother strongly advising that the child aged 15 years old was to return to school and not to be working. This could be seen to demonstrate advocacy on behalf of the child. It also demonstrates that not all practices were negative.

The authority demonstrated by the Catholic Church permeated one case very significantly to the point that it instructed the adoption social worker to only supervise the placement post adoption and not to interfere with the 'legal processes'.

Theme: Impact on front line services

While every effort was made to minimise the impact of this extra work on the front line services to clients, the significant amount of time invested in the project regrettably resulted in an increase in waiting times for information and tracing services.

The adoption service was restricted in responding to emergency issues for the periods throughout the exercise.

7.0 Summary of findings

Agency/Home	Total number of files reviewed	Adoption order on file	Male	Female	Markers	Other wording suggestive of the 26 markers	Suggestive of an incorrect registration	Suspicious
Agency 1	68	52	37	30	0	8	4	8
Agency 2	30	30	13	17	1	3	2	0
Agency 3	30	29	14	16	0	0	0	0
Agency 4	68	57	32	36	0	6	0	6
Agency 5	30	29	12	18	0	0	0	1
Agency 6	30	27	20	10	5	3	2	4
Agency 7	30	29	15	15	2	1	0	0
Agency 8	30	28	12	18	2	1	1	1
Agency 9	30	29	16	14	2	0	0	0
Agency 10	68	35	36	32	2	6	0	13
Agency 11	30	25	19	11	0	6	0	4
Agency 12	30	21	18	12	0	1	0	1
Agency 13	30	28	18	12	1	0	0	0
Agency 14	30	19	16	14	8	2	0	3

Agency/Home	Total number of files reviewed	Adoption order on file	Male	Female	Markers	Other wording suggestive of the 26 markers (including incorrect registration)	Other wording which are suggestive of only an incorrect registration	Suspicious
Agency 15	68	52	42	26	3	3	1	7
Agency 16	30	29	14	16	7	11	0	6
Agency 17	30	15	15	14	0	0	0	1
Agency 18	30	27	15	15	0	1	0	0
Agency 19	30	29	15	15	20	16	0	1
Agency 20	30	2	16	14	3	7	4	5
Agency 21	23	0	6	5	0	1	0	0
Agency 22	30	0	18	12	0	2	0	0
Agency 23	30	0	20	10	0	0	0	0
Agency 24	29	0	17	12	1	19	0	28
Agency 25	30	1	22	8	0	4	0	2
Agency 26	30	4	21	9	0	1	0	1
Agency 27	30	7	17	13	3	8	0	3
Agency 28	30	9	14	16	0	0	0	2
Agency 29	30	30	15	15	0	2	1	1
Agency 30	30	2	16	14	2	2	1	1
TOTAL	1044	645	561	469	62	114	16	99
TOTAL Markers	176							

7.2 Observations and comments

There were a total of sixty two markers found, with one hundred and fourteen terms or phrases suggestive of a marker bringing the total number of markers to one hundred and seventy six.

There were a further ninety nine cases identified that warranted further assessment. A detailed breakdown can be found in Chapter 3.

Whilst in some cases a marker was found it was not necessarily suggestive of an incorrect or illegal registration. Where agencies appeared to engage in good practice records were much more detailed. An example of this was ██████████ where the birth parents details were recorded, providing full addresses including the birth father occupation. In 27 out of 30 records the children are recorded as discharged home, and it is presumed that the other three did likewise.

In contrast, other records often had no birth/natural mothers name recorded, limited if any details on the child, and/or where they were discharged to is not recorded and therefore unknown.

These findings resonate with experienced information and tracing social workers who would say that it's not what is recorded that is often the issue but rather what's not.

Although there was limited evidence to support the practice of illegal birth registrations, there was however other issues found during the review process. These varied from lack of evidence of assessment of prospective adopter, concerns around the legitimacy of consent with many natural/birth mothers either under age or with mental health issue calling in question their ability to consent to the adoption of their child. There is little or no evidence at attempts at reunifications or ways to support the mother to keep her child. In a number of records An Garda Siochana had been asked to follow up on obtaining consents. Whether they did so is not recorded.

In addition, many children were placed in the UK or the USA with little or no legal documentation, such as adoption orders on file. The legality of these placements is therefore unknown.

One striking practice was the change of a child's birth date by one day. This was evidenced across a number of agencies, thus the likelihood of it being an administration error is unlikely. In some cases, a child had a number of different names and dates of birth, with no accompanying explanation for this.

To put it in context, these historical records are just that, historical. The emphasis on the welfare of the child being paramount, as is necessary in today's children services is absent from all the records. It appears that the way to address illegitimacy was to legitimise it through adoption. At the same time purporting to address an unmarried woman's impropriety by keeping the "trouble" a secret. The circumstances of the conception were never addressed. Where rape or incest allegations are recorded there appears to be no follow up or reporting to the appropriate authorities. The role and responsibility of putative fathers goes unmentioned.

In order to maintain secrecy, very often the practices, including the person in charge of events, were not recorded or if so description and or identification is rarely recorded.

Chapter two of this report describes in detail the methodology used for each agency included in the scope and a summary of the findings. The 1044 individual records reviewed with the markers found are set out in Chapter 3 with a summary for ease of reference. Chapter 4 comprises of appendices.

Chapter Two

Methodology of the 30 Agencies sampled

1. Agency 17

Agency		Agency 17	
Years that fall in scope		1953-1970= 17 years	
Date records sampled:	11/12/18	Location of records	[REDACTED]
Tusla Agency Reference: [REDACTED] Records = [REDACTED]		Type of Records	Files. Miscellaneous

Sample was taken below:

30 records chosen {1953 -1976 (100%) = 30}

Filing System:

There are approximately 3282 files collated in Agency 17, however there are a number of registers and books relating to the Agency 17 records also.

Agency 17 records are held in the following format:

6 Maternity books
4 Admission books
9 Ante natal books
1 folder of baptisms
9 boxes of Ante Natal Cards
5 boxes of Adoption Orders
3282 files
6 Lever Arch Folders (containing historical enquiries)
1 notebook (babies born in Agency 17 1942-1954)

Methodology:

1953-1976 (100%, 30 Records selected):

As the years of Agency 17 records only span from 1953-1970, 30 records will be selected from these years.

There are 6 maternity registers; these records will be selected from the 5 maternity registers which fall into the scope years above as these are the overall index for entry into the Agency 17. If a file has not already been collated a sampling file will then be created for each of these records. The administrator in the area will then collate a file using all of the book/ledgers and folders above.

As the maternity register does not have the name of the child, staff cross referenced the date of birth of the child with the admission book and retrieved the name.

Findings:

Gender	Number
Male	15
Female	14
Other e.g. Stillbirth	1
Total	30

Identifier	Number
Marker	None
Suspicious cases	One

Observations and Comments

- Tusla do not have files, merely registers. All files had to be compiled from various sources. Compiled files were very sparse even with additions.
- Baptisms are recorded as taking place within days of birth and in many cases, registered in name of Adopted Parents (A.P's). This was likely to have been done retrospectively but cannot be proven as there was no access to the original baptism register.
- Fourteen out of thirty children were adopted, seven taken by mother, one stillbirth, one transferred to hospital and seven "destination" unknown
- Five of the thirty mothers were under 18 years old. A further seven were registered as 18 years old at time of admission. There is no commentary about this in the registers.
- Originals of the Adoption Orders in most cases were on file.
- Name, address and age of birth/natural (BM) mothers but no date of birth recorded for them.
- One child was reportedly placed in the USA.
- Otherwise there is limited information as to what happened to the children born there.

2. Agency 9

Agency		Agency 9	
Years that fall in scope		1953-1996= 43 years	
Date records sampled:	16/1/19	Location of records	[REDACTED]
Tusla Agency Reference: [REDACTED] Record reference : [REDACTED]		Type of Records	Files. Miscellaneous

Sample was taken below:

30 records chosen {1953 -1976 (85%) = 26 records / 1977 – 1996 (15%) = 4 records}

Filing System:

There are approximately 2050 files relating to Agency 9. [REDACTED]

[REDACTED] Therefore, only 30 records were sampled.

There is an electronic database which holds an index of records from 1958 to 1980. There are index cards and registers which index the location of a file only- no further information is recorded here. There are approximately 20 boxes and two filing cabinet drawers containing miscellaneous papers relating to Agency 9.

Methodology:

1953-1976: 85% (26 Records selected):

26 of these records were selected from the database of records. The administrator on site will check the miscellaneous papers and boxes and add any additional information to the sample file for the social worker to review.

1977-1996: 15% (4 Records selected):

4 of these records were selected from the hard copy files as the database of records only contains an index from 1958 to 1980. The administrator on site will check the miscellaneous papers and boxes and add any additional information to the sample file for the social worker to review.

Findings

Gender	Number
Male	16
Female	14
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	2
Suspicious cases	0

Observations and comments;

Agency 9 – records are generally well maintained and thorough. Evidence of adoption applications by adopters, information on birth/natural mothers and their circumstances available. Good records kept by social workers / children’s officers. Same staff generally working on cases over a long period. Three birth mothers are reported as under age. There was one private family adoption.

3. Agency 11

Agency		Agency 11	
Years that fall in scope		1953-1971 = 18 years (all pre 1976)	
Date records sampled:	03/12/18	Location of records	██████████
Tusla Agency Reference: ██████		Type of Records	Registers/Ledgers Files
Record reference : ██████			

Sample was taken as below:

30 records chosen {1953 -1976 (100%) = 30}

Filing System:

Agency 11 files are shared with the Agency 4 files. However, they have a unique tagging system (green cover sheet) and this is how the files were chosen. There are 4 corresponding ledgers/books relating to the files. The administrator will ensure that the ledger entry is copied and placed on the file before file review.

13 filing cabinets *4 drawers each =52 drawers

These records span from 1953-1970 so the 30 files will be chosen from this time period.

Methodology

1953-1976: 100% (30 Records selected)

These files were selected from the 13 filing cabinets. 52 drawers: drawer 1 and 4 of each cabinet =26 records total, the last 4 samples were chosen at random.

Findings

Gender	Number
Male	19
Female	11
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	6
Suspicious cases	4

Observations and comments

Two birth mother under age with one aged 14 years. Three cases where the child was placed within weeks of birth. Four placements in the USA.

4. Agency 4

Agency		Agency 4	
Years that fall in scope		1953-1996= 43 years	
Date records sampled:	03/12/18	Location of records	██████████
Tusla Agency Reference: ██████		Type of Records	Registers/Ledgers Files, ante-natal records
Record reference: ██████			

Sample was taken below:

68 records chosen {1953 -1976 (85%) = 58 records /1977 – 1996 (15%) = 10 records}

Filing System:

These records were not originally held in record format. It is estimated that there are 10,500 approx records relating to the Agency 4. There are approximately 4,500 records now in file format. The full lists of names are held on an Access database. The filing cabinets that the Agency 4 files are held in are shared with the Agency 11 files, however they have a unique tagging system and this is how the files were identified.

Methodology:

1953-1976: 85% (58 Records selected)

The files were selected as below:

1953-1976: 48 Records were selected from the 4,500 approximated collated files:

Filing System:

13 filing cabinets *4 drawers each =52 drawers + 2 filing cabinets *3 drawers (filing cabinet 22& 24) =**58 drawers total**

Methodology for extraction of 48 records:

A sample was taken from 2nd drawer (indexed B-Barry) and every second drawer up to the 58th drawer. 29 samples were extracted.

- A sample was then taken from the 3rd drawer in each cabinet starting at (Bart-Brady). 15 samples were extracted.
- The final 4 samples were chosen at random:
- Filing cabinet 14, drawer 2 = 1 file.
- Filing cabinet 16, drawer 2= 1 file.
- Filing cabinet 19, drawer 1= 1 file
- Filing cabinet 22, drawer 1= 1file.

48 files in total were chosen above. The register entry was copied when the file was collated and is attached to the record.

Methodology for extraction of 10 non collated records:

10 records were selected from the non-collated files which are held on an Access database. From the Access database profiles of the selected record (e.g. name of birth mother, D.O.B etc) held on the access database were printed. These files were collated by the administrator on site. It takes approximately two hours to collate a file if the worker is familiar with records.

The sample was selected as follows:

One record was selected every two years from 1954 to 1972. These years are outlined below.

Year
1954
1956
1958
1960
1962
1964
1966
1968
1970
1972

48 collated files and 10 non-collated files = 58 files sampled in total for the pre 1976 period.

1977-1996: 15% (10 Records selected)

Filing System:

13 filing cabinets *4 drawers each =52 drawers + 2 filing cabinets *3 drawers (filing cabinet 22& 24) = 58 drawers total

Sample methodology:

10 Records will be sampled from 13 filing cabinets of collated files. The sample was chosen 1 per filing cabinet from filing cabinet 10 to 20 listed on the sampled records database.

Findings

Gender	Number
Male	32
Female	36
Other e.g. Stillbirth	0
Total	68

Identifier	Number
Marker	6
Suspicious cases	6

Observations and comments

There were six birth /natural mother reported as under 18 years. Five children placements in the USA. There was one report of a false name been used. There was a case where two dates of birth recorded for one child. Two cases where outcome of the child is unknown

Two cases where the child was place within weeks of birth.

5. Agency 7

Agency		Agency 7	
Years that fall in scope		1953-1996= 43 years	
Date records sampled:	08/01/2019	Location of records	[REDACTED]
Tusla Agency Reference: [REDACTED] Records Reference: [REDACTED]		Type of Records	Registers x1 Files

Sample was taken below:

30 records chosen {1953 -1976 (85%) = 26 records / 1977 – 1996 (15%) = 4 records}

Filing System:

There are approximately 1300 files for Agency 7. These are hardcopy files. They are indexed electronically. There is one register for Agency 7.

Methodology:

1953-1976: 85% (26 Records selected):

26 Records will be selected at random from the electronic database; the file will then be pulled. The administrator on site will ensure that where applicable the register entry copied reviewed.

1977-1996: 15% (4 Records selected):

4 Records will be selected at random from the electronic database; the file will then be pulled. The administrator on site will ensure that where applicable the register entry is reviewed.

Findings

Gender	Number
Male	15
Female	15
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	3
Suspicious cases	0

Observations and comments

Files in name of Adoptive Parents. All records pertaining to the child, birth mother and tracing were contained in the Adoptive Parents file. If the Adoptive parent adopted more than one child, this was repeated for each child. There is loose documented which are mixed up and therefore hard to match with other records.

Therefore there was minimal information on Birth Mothers and babies recorded as the focus was on the Adoptive Parents.

Twenty nine children adopted and some of the Adopted children appear to have been placed with the adoptive parents within six weeks of birth.

Most files had a copy of the adoption order and many had a date of placement for the child.

Files had for the most part name, age and an address for the birth mother but no date of birth and two birth mother under 18 years.

Many children traced in adulthood.

Overall the Agency 7 – Records less well maintained. Less information on birth mothers. Records of adoption orders generally on all files. Less case notes by social workers / Children's Officers / administrators. Rarely dates of birth of birth mothers, ages only.

6. Agency 19

Agency				Agency 19	
Years that fall in scope				1953-1971= 18 years	
Date records sampled:	06/12/18	Location of records	[REDACTED]		
Tusla Agency Reference: [REDACTED]		Type of Records	Adoption files,		
Record Reference [REDACTED]					

Sample was taken below:

30 records chosen {1953 -1976 (100%) = 30}

Filing System:

There are 73 files in total spanning from 1948 to 1971.

Methodology:

1953-1976: 100% (30 Records selected):

30 records will be sampled from these files. All of these files are held in one drawer.

Findings

Gender	Number
Male	15
Female	15
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	36
Suspicious cases	1

Observations and comments

[REDACTED]

In one case the birth mother is reported as having signed the initial consent form the day she gave birth. There are some cases where the child was placed with family members.

In one case a mother requested to have her child returned but this did not appear to have been granted. One report of a birth mother under 18 years.

7. Agency 8

Agency		Agency 8	
Years that fall in scope		1965-1994= 29 years	
Date records sampled:	05/12/18	Location of records	██████████
Tusla Agency Reference: ██████████ Home Reference: ██████████		Type of Records	Registers/Ledgers Files

Sample was taken below:

30 records chosen {1953 -1976 (85%) = 26 records / 1977 – 1996 (15%) = 4 records}

Filing System:

There are 3 filing cabinets, 4 drawers each = 12 drawers.

Methodology:

1953-1976 85% (26 Records selected):

26 records were chosen at random from the filing cabinets above. There are 2 corresponding ledgers/books. The entry from these books will be made available to the reviewer by the administrator on site.

1977-1996 15% (4 Records selected):

4 records were chosen at random from the filing cabinets above. There are 2 corresponding ledgers/books. The entry from these books will be made available to the reviewer by the administrator on site.

Findings

Gender	Number
Male	12
Female	18
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	3
Suspicious cases	1

Observations and comments

Three birth /natural mothers reportedly under age with one alleged rape.

8. Agency 5

Agency		Agency 5	
Years that fall in scope		1950's-1991=circa 40 years	
Date records sampled:	18/12/18	Location of records	██████████
Tusla Agency Reference: ██████████ Home Reference: ██████████		Type of Records	Registers, Files, At Nurse cards, indexes, & medical cards

Sample was taken below:

30 records chosen {1953 -1976 (85%) = 26 records / 1977 – 1996 (15%) = 4 records}

Filing System:

There are 20 registers/ledgers/books relating to the Agency 5 (Agency 5). Only one register fits in to the scope. There are 1417 historical files.

Methodology:

As the files are more representative of the scoping years, the sample was taken from the files. The administrator collated the file, including any information on the selected record found in any other records (e.g. Agency 5 Adoption Files, Agency 5 Tracing Files, birth mothers list 1960's, Agency 5 Register 1940 to 1960) for the social work review.

1953-1976: 85% (26 Records selected):

26 Records were selected from the electronic Therefore system uploads.

1977-1996: 15% (4 Records selected):

4 Records were selected from the electronic Therefore system uploads.

Findings

Gender	Number
Male	12
Female	18
Other e.g. Stillbirth	0
Total	30
Identifier	Number
Marker	0
Suspicious cases	1

Observations and comments

Two cases where the children's date of birth differs by one day. Two birth / natural mothers recorded as under 18 years. One reported issue of concern relating to consent with capacity in question. One adoptee reported unhappy adoption.

9. Agency 10

Agency		Agency 10	
Years that fall in scope		1953-1974= 21 years (all pre 1976)	
Date records sampled:	06/12/18	Location of records	██████████
Tusla Agency Reference: ██████████		Type of Records	Registers/Ledgers Copy Books and Folders (USA placements and those created following tracing enquiries etc) and some spread sheets regarding enquiries.
Record Reference: ██████████			

Sample was taken below:

68 records chosen {1953 -1976 (100%) = 68 records}

Filing System:

There are 2,700 approx files for Agency 10. There are 45 ledgers/books of various sizes and content which are filed in different filing formats eg. Admission books filed by year, admission books filed by county and year, maternity ledgers (admissions to Agency 10) and placement copy books.

50% of the sample will be chosen from the registers/ledgers/books and 50% will be sampled from the files. As these files span from 1953-1974, the 68 records will be sampled from these years.

Methodology

1953-1976: 100% (68 Records selected):

There are 49 registers in total, 18 of these registers pre date the sampling year. 34 samples will be selected from the remaining 29 registers.

Methodology for extraction of samples from registers/ledgers/books:

Two records will be selected from 17 registers at random. Each register entry was photographed and a copy placed in file for review

If the file has been previously collated (2,700 approx collated files) it was included in the sample.

Methodology for extraction of samples from collated files:

34 samples will be selected from collated files at random. Please see note below:

Findings

Gender	Number
Male	36
Female	32
Other e.g. Stillbirth	0
Total	68

Identifier	Number
Marker	8
Suspicious cases	13

Observation and comments

There were a number of placements to the USA. In six cases birth mothers were reported to be less than 18 years. There was one case recorded of an incorrect date of death for the baby on the death replace certificate with certificate.

10. Agency 3

Agency		Agency 3	
Years that fall in scope		1954-1996 = 42 years	
Date records sampled:	04/12/18	Location of records	██████████
Tusla Scope Reference: ██████		Type of Records	Registers/Ledgers Files and boarded out files
Record Reference: ██████			

Sample was taken below:

30 records chosen {1953 -1976 (85%) = 26 records / 1977 – 1996 (15%) = 4 records}

Filing System:

These files are held in file format, 21 filing cabinets in total. They are filed in a filing system which also incorporates ████████████████████ however the files have a different tagging system. This is how the Agency 3 files were identified.

The corresponding Registers have a dated system, the sample will be chosen from these registers. A yellow tag was then placed on the index that was included in the sample. A copy of the register will be placed in the sampled files by the administrator.

Methodology:

There are 8 registers.

1953-1976: 85% (26 Records selected):

There are 8 registers listed below which cover this time period. 3 records were sampled from each of the registers up to 1973, 4 records were sampled from the remaining 2 registers.

1954-1959, 1959- 1962, 1962-1965, 1965-1967, 1967-1970, 1970-1973, 1973-1975, 1975-1979.
26 records sampled in total.

1977-1996: 15% (4 Records selected):

There are 4 registers listed below which cover this time period. One file was sampled from each register at random.

1977-1979, 1979-1985, 1985-1991, 1991-1999

Findings

Gender	Number
Male	14
Female	16
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	0
Suspicious cases	0

Observations and comments

One birth/natural mother reported as less than eighteen years. There is one child placed in Northern Ireland Records appear to be well kept with no concerns or suspicions found.

11. Agency 13

Agency		Agency 13	
Years that fall in scope		1959-1996 = 36 years	
Date records sampled:	09/01/2019	Location of records	[REDACTED]
Tusla Agency Reference: [REDACTED] Records Reference: [REDACTED]		Type of Records	Registers Files

Sample was taken below:

30 records chosen {1953 -1976 (85%) = 26 Records / 1977 – 1996 (15%) = 4 Records}

Filing System:

There are 1413 files relating to Agency 13.

All of the files are indexed on an excel spread sheet. There are 5 corresponding registers.

Methodology:

1953-1976: 85% (26 Records selected):

26 records were chosen from the electronic database and the corresponding file was pulled for review. The administrator on site ensured that the corresponding register entry was available for the social worker to review.

1977-1996: 15% (4 Records selected):

4 records will be chosen from the electronic database and the corresponding file will be pulled for review. The administrator on site will then ensure that the corresponding register entry is available for the social worker to review.

Out of the 30 sampled 14 were found to have insufficient information and in many cases just related to general enquiries. These records were subsequently substituted for adoption records

Findings

Gender	Number
Male	18
Female	12
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	1
Suspicious cases	0

Observations and comments

In this agency every child is reported as being adopted. All with the exception of two have no adoption orders on file and these have Adoption Authority AAI reference number recorded.

12. Agency 15

Agency		Agency 15	
Years that fall in scope		1953-1996 = 43 years	
Date records sampled:	19/02/19	Location of records	[REDACTED]
Tusla Scope Reference: [REDACTED]		Type of Records	Registers Files

Sample was taken below:

68 records chosen {1953 -1976 (85%) = 58 Records /1977 – 1996 (15%) = 10 Records}

Filing System:

There are approximately 1,000 files for Agency 15. Half of these are indexed electronically, approximately 500. There are 12 registers which relate to Agency 15.

Methodology:

1953-1976: 85% (58 Records selected):

The electronic database was used to locate files within the scope years however there was difficulty in locating the total 58 records. 58 records were sampled from the electronic database and the hardcopy files combined. The administrator on site will ensure that the register entry is available for the social worker to review.

1977-1996: 15% (10 Records selected):

10 records were sampled from the electronic database and the hardcopy files combined. The administrator on site will ensure that the register entry is available for the social worker to review.

Findings

Gender	Number
Male	42
Female	26
Other e.g. Stillbirth	0
Total	68

Identifier	Number
Marker	6
Suspicious cases	7

Observations and comments

Thirteen cases of birth /natural mothers reported as under age. There are two cases where the children have a number of differing dates of birth. There are a number of cases where the child's name has changed but there is no evidence of an adoption order

There are two placements in the U.K. One case referring to issues as to whether an adoption order was granted.

One mother alleges her child was kidnapped and there was another issue regarding a consent
In one case it appears that the child's name was incorrectly registered, with one baby reportedly going home.

13. Agency 6

Agency		Agency 6	
Years that fall in scope		1953-1989= 36 years	
Date records sampled:	10/01/19	Location of records	██████████
Tusla Scope Reference: ██████████		Type of Records	Registers and Files

Sample was taken below:

30 records chosen {1953 -1976 (85%) = 26 Records / 1977 – 1996 (15%) = 4 Records}

Filing System:

There are 4 registers relating to Agency 6 with approximately 7,000 records. There are 1850 approximate files scanned to a local server.

Methodology:

1953-1976: 85% (26 Records selected):

As the registers hold a significantly larger volume of records the sample will be selected from the register. Where relevant the administrator on site will then put the file with the sample for the social work review. 26 records were sampled from the above years.

1977-1996: 15% (4 Records selected):

As the registers hold a significantly larger volume of records the sample will be selected from the register. Where relevant the administrator on site will then put the file with the sample for the social work review. 4 records were sampled from the above years.

Findings

Gender	Number
Male	20
Female	10
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	8
Suspicious cases	4

Observations and comments

Two children were placed in USA. There are four other cases where the child was placed within 10 days of birth. There are reportedly three birth mother /natural as less than 18 years with one 14 years.

Two birth mother are reported has having a possible learning difficulty described as mentally retarded, one of these was a fourteen year old

14. Agency 14

Agency		Agency 14	
Years that fall in scope		1959-1988= 29 years	
Date records sampled:	05/12/18	Location of records	██████████
Tusla Scope Reference: ██████████		Type of Records	Files

Sample was taken below:

30 records chosen {1953 -1976 (85%) = 26 records / 1977 – 1996 (15%) = 4 records}

Filing System:

There are 2 filing cabinets, 4 drawers each = 8 drawers.

Methodology:

There are 2 filing cabinets, 4 drawers each = 8 drawers.

1953-1976: 85% (26 Records selected):

26 records were chosen at random from the filing cabinets above.

1977-1996: 15% (4 Records selected):

4 records were chosen at random from the filing cabinets above.

Findings

Gender	Number
Male	16
Female	14
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	10
Suspicious cases	3

Observations and comments

Five children placed within 10 days of birth and two suspected defacto/unlawful adoptions.

15. Agency 18

Agency		Agency 18	
Years that fall in scope		1959-1996= 37 years	
Date records sampled:	06/12/18	Location of records	[REDACTED]
Tusla Scope Reference: [REDACTED]		Type of Records	Adoption Files and [REDACTED] records

Sample was taken below:

30 records chosen {1953 -1976 (40%) = 12 Records / 1977 – 1996 (60%) = 18 Records}

Filing System:

There are 3 filing cabinets. 12 drawers in total. There is one register which corresponds to the files. The register entry will be copied and placed on file for review.

Methodology:

As there were not enough files to select from in the early years of the scope the following records were selected:

1953-1976: 40%, (12 Records selected):

12 records will be selected at random from the above cabinets.

1977-1996: 60%, (18 Records selected):

18 records were chosen at random from the filing cabinets above.

Findings

Gender	Number
Male	15
Female	15
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	1
Suspicious cases	0

Observations and comments

One under age birth mother recorded.

16. Agency 16

Agency		Agency 16	
Years that fall in scope		1953-1996= 43 years	
Date records sampled:	04/12/18	Location of records	██████████
Tusla Scope Reference: ██████████		Type of Records	index cards Files

Sample was taken as below:

30 records chosen {1953 -1976 (85%) =26 records / 1977 – 1996 (15%) = 4 records}

Filing System:

Agency 16 files are held in 4 filing cabinets. 3 drawers per cabinet. 12 drawers total

Methodology:

1953-1976: 85% (26 Records selected):

4.5 drawers fall into the scope years. 26 samples were chosen from these drawers.

1977-1996: 15% (4 Records selected):

7.5 filing cabinets relate to the later years. These 4 records were sampled at random from these filing cabinets.

Findings

Gender	Number
Male	14
Female	16
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	18
Suspicious cases	6

Observations and comments

Three under age birth mothers.

Concerns expressed by adoptee as not having a good adoption experiences in a number of cases. There are also references to limited evidence of assessment on prospective parents. One person described her adoptive life as “deprived”.

There is a report of a non-standard consent form being used. In one case it is recorded that the adoptive mother took out life insurance on the adopted child.

Reports of mother with mental health issues and concerns around consents either not present or questioning their validity. In one case the child was adopted even though the parents were married, which was unlawful at that time.

One case reports that an adoptee was charged for a tracing service.

There are allegations of forced adoption, adoptions completed in less than four months. There are different dates of birth recorded for children.

There is one placement in the USA and another in the UK.

One person is reported to be adopted age 20 years.

There is one case where the birth /natural mother waited for her child until she was sixteen to reclaim her but was told that she had died aged 14 when she had in fact been adopted. This information was supplied by the adoptee who traced.

17. Agency 12

Agency		Agency 12	
Years that fall in scope		1953-1996= 43 years	
Date records sampled:	07/01/2019	Location of records	██████████
Tusla Scope Reference: ██████████		Type of Records	Hard copy files, one Register and miscellaneous information

Sample was taken below:

30 records chosen {1953 -1976 (85%) = 26 records / 1977 – 1996 (15%) = 4 records}

Filing System:

There are 516 hardcopy files for Agency 12 with index cards- only a small number of these matched the sample records which were chosen below. These have been indexed electronically on an excel database. There are 23 envelopes with miscellaneous information containing *Work Rota's* which are not relevant to any individual client. There are 16 adoption orders and 9 tracing requests.

Methodology:

1953-1976: 85% (26 Records selected):

26 records were chosen at random from the completed files from the electronic database. The administrator on site will ensure that any records pertaining to this sample are collated and included for review.

1977-1996: 15% (4 Records selected):

4 records were chosen at random from the completed files from the electronic database. The administrator on site will ensure that any records pertaining to this sample are collated and included for review.

Findings

Gender	Number
Male	18
Female	12
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	1
Suspicious cases	1

Observations and comments

A number of records initially sampled upon review were unrelated to the activity of Agency 12 when it was functioning as an Adoption society. Upon agreement with the independent reviewer and in order to be true to the exercise these records were exchanged for records that meet the criteria.

18. Agency 1

Agency		Agency 1	
Years that fall in scope		1953-1996= 43 years	
Date records sampled:	09/01/2019	Location of records	[REDACTED]
Tusla Agency Reference: [REDACTED]		Type of Records	Registers/index cards Files
Recorded reference: [REDACTED]			

Sample was taken below:

68 records chosen {1953 -1976 (85%) = 58 Records /1977 – 1996 (15%) = 10 Records}

Filing System:

There are approximately 12,500 files for Agency 1. At the time of sampling only half of these files had been scanned. All of the files are indexed on an excel spread sheet. There are 19 corresponding registers (this includes records of [REDACTED] 1800 files are currently off site for scanning.

[REDACTED] Agency 1 [REDACTED]

Methodology:

1953-1976: 85% (58 Records selected):

58 Records will be selected at random from the electronic database and the administrator on site will attach a copy of the index card to the file for review. Where a sample is chosen and if it is off site for scanning a new sample will be selected. The register entries will also be made available by the administrative staff for the social workers to review.

1977-1996: 15% (10 Records selected):

10 Records will be selected at random from the electronic database and the administrator on site will attach a copy of the index card to the file for review. Where a sample is chosen and it is off site for scanning a new sample will be selected. The register entries will also be made available by the administrative staff for the social workers to review.

Findings

Gender	Number
Male	37
Female	30
Other e.g. Stillbirth	1
Total	68

Identifier	Number
Marker	8
Suspicious cases	8

Observations and comments

Six children were reportedly placed in the USA with two in the UK.

Four children were recorded as having died with one of those within days of the adoption order been granted. Six birth mothers /natural were recorded as been less than 18 years with one at age 14 years.

In one case a child returned home aged one year reason given unknown but most unusual.

A child appear to be adopted in the wrong name with cases of issues with incorrect names or false names also being recorded.

Two children were transferred to [REDACTED] for adoption.

Other cases report issues around consent and capacity, with the mental health of a birth /natural mother been recorded as an issue

19. Agency 2

Agency		Agency 2	
Years that fall in scope		1953-1996= 43 years	
Date records sampled:	14/12/18	Location of records	██████████
Tusla Agency Reference: ██████████		Type of Records	Registers, Files index cards and medical information.
Record Reference: ██████████			

Sample was taken as below:

30 records chosen {1953 -1976 (85%) = 26 records / 1977 – 1996 (15%) = 4 records}

Filing system:

There are 3 physical registers for Agency 2. These are also scanned. There are 5,656 files, index cards for the child, index cards for the birth mother, medical charts for the child and mother.

Methodology:

As they are not scanned by year with one register divided into several scanned images and all with named the same name it was decided to sample from the physical register.

Agency 2 ██████████ Agency 1 so the administrator on site collated the file in full before it is reviewed. Any other information held relating to the record was being attached to the file. In some case records had to be requested from other Tusla services.

The page in the register where the record is located will be printed by the administrator. They will also print the front page of the file which is scanned as this contains the reference number of the file in the bottom corner. The social worker will then use this reference number to locate the scanned document and review.

1953-1976: 85% (26 Records selected):

26 Records were selected at random from the 3 registers.

1977-1996: 15% (4 Records selected):

4 Records were selected at random from the 3 registers.

Findings

Gender	Number
Male	13
Female	17
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	4
Suspicious cases	0

Observations and comments

Birth /natural mother used false names and registered her child in that assumed/ false name.

Two birth /natural mothers aged 15 years. Three children with two dates of birth, one of which differed by one day.

20. Agency 26

Agency		Agency 26	
Years that fall in scope		1953- 1996 = 43 years	
Date records sampled:	18/01/2019	Location of records	██████████
Tusla Agency Reference: ██████		Type of Records	Registers and files
Record Reference: ██████████			

Sample was taken below:

30 records chosen {1953 -1976 (85%) = 26 records / 1977 – 1996 (15%) = 4 records}

Filing System:

There are 16 registers for Agency 26, 3 of these registers were out of scope.

Methodology:

1953-1976: 85% (26 Records selected):

These records were sampled from the files and any corresponding register entry was also reviewed

1977-1996: 15% (4 Records selected):

As they were no files available for this period 4 records were selected at random from the remaining 13 registers.

Findings

Gender	Number
Male	21
Female	9
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	1
Suspicious cases	1

While a record of clothing payments to foster parents tend to have recorded more information regarding name of birth /natural mother, where child was born, dates of admission into care and discharge, one book also has copies of birth certificates and / or baptismal certificates. Files usually contain more records of payments to foster parents. In some case the children were adopted by foster carers after a number of years and adoption records are on the files in these cases.

In another case a child had three recorded dates of birth. This child was also linked to a possible private arrangement.

Two birth /natural mothers were recorded as less than 18 years. One attempt at a reclaim. With another mother reported to have capacity issues which may have impacted on her ability to consent to the adoption.

21. Agency 25

Agency		Agency 25	
Years that fall in scope		1953-1995 = 42 years	
Date records sampled:	24/01/19	Location of records	██████████
Tusla Agency Reference: ██████████		Type of Records	Files only
Record reference: ██████████			

Sample was taken below:

30 records chosen {1953 -1976 (85%) = 26 records / 1977 – 1996 (15%) = 4 records}

Filing System:

There are 34 files relating to the Agency 25 .

Methodology:

1953-1976: 85% (26 Records selected):

26 Records were selected from the 34 files above.

1977-1996: 15% (4 Records selected):

4 Records were selected from the 34 files above.

Findings

Gender	Number
Male	22
Female	8
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	4
Suspicious cases	2

Observations and comments

There are two cases where the child has the foster carer's surname. Five cases of children living with family members, two of these children reported as orphans.

One case of a birth mother aged 12 years. Two children went home.

22. Agency 27

Agency		Agency 27	
Years that fall in scope		1953-1996 = 43 years	
Date records sampled:	18/01/19	Location of records	██████████
Tusla Agency Reference: ██████████		Type of Records	Registers, Folders Files
Record reference: ██████████			

Filing System:

There are 15 ledgers relating to Agency 27 files, 2 of these are pre dating the scope of this project and 1 ledger is empty. 4 payments books were not included as they did not hold enough information to conduct a review. 1 enquiry book was also not included as it did not hold enough information to review. There are also 62 approximate records for Agency 27 held in a filing cabinet with a corresponding excel database. There is 1 folder containing birth certificates and boarded out contracts for Agency 27 children, 2 folders with notices of removals/placements into foster care and 1 box file of inspectors reports of foster homes including payments to foster carers and approval of foster carers, 5 brown folder containing boarded out returns, 9 brown folders of 1/2 yearly reports from ██████████ and 3 blue folders of ██████████ records.

Methodology:

1953-1976: 85% (26 Records selected):

These records were sampled from the files and any corresponding register entry was also reviewed. The administrator will check the payment books, birth certificate folder and contracts and folders for boarded out children and where relevant will make any additional information relevant to the chosen samples available to the social worker to review

1977-1996: 15% (4 Records selected):

As they were no files available for this period 4 records were selected at random from the remaining 7 main ledgers.

The administrator in the area will then make the register available for the social worker to review. The administrator will check the payment books, birth certificate folder and contracts and folders for boarded out children and where relevant will make any additional information relevant to the chosen samples available to the social worker to review, and the administrator will double check for a correlating file but there wasn't any.

Findings

Gender	Number
Male	17
Female	13
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	11
Suspicious cases	3

Observations and comments

Registers contain limited information on birth mothers if any. Usually just names and addresses of foster parents and dates of birth of children. Records of payments made to foster parents. [REDACTED] files generally also have records of payments to carers and may have application forms to board out a child. Limited if any information on birth /natural mothers or their circumstances with often just a name.

The one child reported to have died from a fall. Six cases of boarded out to family. One under age birth / natural mother and one child with two dates of birth.

23. Agency 30

Agency		Agency 30	
Years that fall in scope		1953-1996 = 43 years	
Date records sampled:	18/12/18	Location of records	██████████
Tusla Agency Reference: ██████████		Type of Records	Files
Record Reference: ██████████			

Sample was taken below:

30 records chosen {1953 -1976 (85%) = 26 records / 1977 – 1996 (15%) = 4 records}

Filing System:

Agency 30 files comprise of 1694 complete scanned files and miscellaneous information scanned in individual scans.

Methodology:

The administrator in the area will attach any relevant miscellaneous information to the selected sample files.

1953-1976: 85% (26 Records selected):

26 Records were selected from the scanned records at random.

1977-1996: 15% (4 Records selected):

4 Records were selected from the scanned records at random.

Findings

Gender	Number
Male	16
Female	14
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	4
Suspicious cases	1

Observations and comments

One case where the child had several dates of birth. Three cases where date of birth is out by one day only and one other case where child used the foster carers name.

Two birth /natural mothers noted to be less than 18 years with one allegation of incest.

24. Agency 28

Agency		Agency 28	
Years that fall in scope		1953-1986 = 33 years	
Date records sampled:	10/12/18	Location of records	██████████
Tusla Agency Reference: ██████████		Type of Records	4 Registers and 2 folders.
Record Reference ██████████			

Sample was taken below:

30 records chosen {1953 -1976 (85%) = 26 records / 1977 – 1996 (15%) = 4 records}

Filing System:

There are 4 ██████████ registers and 2 corresponding ██████████ folders with notes in them.

Methodology:

1953-1976 85% (26 Records selected):

One register has only two records which fit in the early years of the scope 1953-1976. These records will be sampled and 24 records will be selected from the remaining 3 registers. These will be chosen at random.

1977-1996 15% (4 Records selected):

Only one register has records which fit into the later years of the scope 1976-1996. 4 records were extracted from this register.

All records sampled were given a reference number and a sampling file was created, the administrator on site will review the ██████████ folders with notes and attach any relevant information to the file before file review.

The social worker will review the records from the original register and sign to confirm that they have seen the original record. Any additional records pertaining to the file will be put with the sample file for review.

Findings

Gender	Number
Male	14
Female	16
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	0
Suspicious cases	2

Observations and comments

There are no files, merely registers. All files had to be compiled from various sources. These files were very sparse even with additions added. Seven [REDACTED] children were adopted, most likely all by their [REDACTED] families. Little and patchy information about birth mothers, if at all. Two cases referred to as de-facto placements. Three birth /natural mothers were under 18 years.

25. Agency 29

Agency		Agency 29	
Years that fall in scope		1953-1996= 43 years	
Date records sampled:	04/12/18	Location of records	██████████
Tusla Scope Reference: ██████████		Type of Records	Files, Index cards and registers.
Record reference: ██████████			

Sample was taken as below:

30 records chosen {1953 -1976 (85%) = 26 records / 1977 – 1996 (15%) = 4 records}

Filing System:

These files are held in file format, 21 filing cabinets in total. They are filed in a filing system which also incorporates Agency 3 however the files have a different tagging system. This is how the Agency 29 files will be identified.

As the index folders have a dated system, the sample will be chosen from these corresponding index folders (these contain a profile of the file similar to the register entry in other agencies). Therefore Tusla can identify the years within the scope and copy the register entry if it is not already on file. A yellow tag was then placed on the index that was included in the sample.

Methodology:

1953-1976: 85% (26 Records selected):

There are 4 Index Folders as below, 5 names will be chosen at random from the first index folder as this is only half full (1950-1959) and 7 names will be chosen from the remainder of the folders.

4 Index Folders: 1950- 1959, 1960- 1969, 1970-1972, 1973- 1979.

1977-1996: 15% (4 Records selected):

There are 3 Index Folders as below, 2 names will be chosen at random from the second and 2 from the third index folder.

1973- 1979, 1980- 1989, 1990 to date.

Findings

Gender	Number
Male	15
Female	15
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	2
Suspicious cases	1

Observations and comments

One suspected incorrect registration and another issue with consent suggestive of an unlawful adoption.
One under age birth /natural mother.

26. Agency 23

Agency		Agency 23	
Years that fall in scope		1953-1972= 19 Years	
Date records sampled:	19/12/18	Location of records	[REDACTED]
Tusla Scope Reference: [REDACTED] Record reference: [REDACTED]		Type of Records	Registers

Sample was taken below:

30 records chosen {1953 -1976 (100%) = 30 Records}

Filing System:

There are 6 registers relating to Agency 23. These registers are scanned.

Methodology:

The records will be sampled from the scanned record and the original record will be reviewed by the social worker. The administrator on site will ensure that the record is available to view.

1953-1976: 100% (30 Records selected):

As Agency 23 spans from 1951 to 1972 the entire sample will be taken from the early years of the scope. The later years will not apply.

Findings

Gender	Number
Male	20
Female	10
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	None
Suspicious cases	None

Observations and comments

[REDACTED]. All mothers details are recorded including that of the birth /natural father in addition to his profession. All children with the exception of 3 are recorded as going home. There are no concerns.

27. Agency 24

Agency		Agency 24	
Years that fall in scope		1953-1976= 23 years	
Date records sampled:	22/02/19	Location of records	██████████
Tusla Agency Reference:	██████████	Type of Records	Registers
Record reference	██████████		

Sample was taken below:

29 records chosen {1953 -1976 (100%) = 29 records}

Filing System:

Agency 24 ██████████ It has one register covering the years from 1953 – 1976, there were no records from 1977 - 1996. These records are held electronically within the category, ██████████. However, there are only 29 records which pertain to the scoping years.

Methodology:

1953-1976: 100% (29 Records selected):

29 records were selected from the electronic register as above for review. The records were located by filtering the full records by the owner of Agency 24. The copy of the register will be made available for the social worker to review.

Findings

Gender	Number
Male	17
Female	12
Other e.g. Stillbirth	0
Total	29

Identifier	Number
Marker	20
Suspicious cases	28

Observations and comments

These records are known as “At Nurse” records. It is assumed that the name of the records is that of the child. With the exception of one record the birth mother name is not recorded. In many of the cases the child is recorded as having been taken by parents several months after they were born. In three cases the Children were referred to [REDACTED] and in another the record states that child went to the US. There is one reported concern regarding the obtaining of consent.

One child adopted in an area that had no adoption laws and was eventually adopted when they were 12years.

Within the notebook that was kept for Agency 24 a date was marked at the top of the page, it has always been assumed that this was the date of birth of the child but this could also be the admission/discharge date, this is unclear.

It was also noted that the children returned home “to parents” in many cases sometime long after birth. In some cases these parents had different names or were from different parts of the country with no explanation as to why they would travel so far to give birth.

28. Agency 21

Agency		Agency 21	
Years that fall in scope		1953-1956 = 3 years	
Date records sampled:	17/12/18	Location of records	[REDACTED]
Tusla Scope Reference: [REDACTED] Record reference: [REDACTED]		Type of Records	Registers

Sample was taken below:

23 records chosen {1953 -1976 (85%) = 23 records}

Filing System:

There were only registers.

Methodology:

1953-1976: 100% (23 Records selected):

Findings

Gender	Number
Male	6
Female	5
Other e.g. Stillbirth	12
Total	23

Identifier	Number
Marker	1
Suspicious cases	0

Observations and comments

Agency 21 presents very differently to other agencies reviewed. There are seven cases out of the twenty three sampled that refer to women having miscarriages and complete or incomplete abortions. In five cases it is unknown if a child existed as there is no reference to them. One woman had several admissions in a short space of time with miscarriage and abortions recorded in her file.

29. Agency 20

Agency		Agency 20	
Years that fall in scope		1947-1961= 14 years	
Date records sampled:	17/12/18	Location of records	██████████
Tusla Agency Reference: ██████████ Record Reference: ██████████		Type of Records	One Register

Sample was taken below:

30 records chosen {1953 -1976 (100%) = 30 records}

Filing System:

There is one register for Agency 20

Methodology:

1953-1976: 100% (30 Records selected):

As Agency 20 registers span from 1947-1961, the 30 records will be selected from these years.

The sample was selected at random from the electronic registers on Tusla's internal scanning system however the original record was reviewed by the social worker. The administrator on site will ensure the original record is available to view.

The administrator will place the Sampling List for each register on the front of each register so that it is noted that the records have been used in this sampling exercise.

Findings

Gender	Number
Male	16
Female	14
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	10
Suspicious cases	5

Observations and comments

Child goes home after one year to parents, one child baptised in foster carers' name
Three discharged to directly to hospital, Two USA placements.

Four suspected incorrect possible illegal registrations. One under age birth mother.

30. Agency 22

Agency		Agency 22	
Years that fall in scope		1953-1967= 14 years	
Date records sampled:	17/12/18	Location of records	[REDACTED]
Tusla Scope Reference: [REDACTED] Record reference: [REDACTED]		Type of Records	Registers only

Sample was taken as below:

30 records chosen {1953 -1976 (85%) = 30}

Filing System:

There are 4 registers relating to the Agency 22. They have been scanned to therefore.

Methodology:

1953-1976: 100% (30 Records selected):

As these records span from 1953 to 1967 the entire 30 records will be sampled from these years, no later years sample will apply.

The sample was selected at random from the electronic registers on Tusla’s internal scanning system however the original record will be reviewed by the social worker. The administrator on site will ensure the original record is available to view.

The Administrator will place the Sampling List for each register on the front of each register so that it is noted that the records have been used in this sampling exercise.

Findings

Gender	Number
Male	18
Female	12
Other e.g. Stillbirth	0
Total	30

Identifier	Number
Marker	2
Suspicious cases	0

Observations and comments

Two babies transferred to hospital and one case where child destination unknown



Chapter Three

3.1 Data for the 30 Agencies sampled

Agency 6

█	Year of Record	Date of file review	Adoption Order Granted (If known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
1	1953	17/01/2019	UNKNOWN	UNKNOWN	-		F	N	-
2	1954	01/02/2019	YES	1958	27	Letter on file	M	Y	Suggestive o-f incorrect registration or unlawful adoption-
3	1956	17/01/2019	YES	1957	-	-	M	N	-
4	1958	29/01/2019	YES	1959	-	-	M	N	DOB One day out
5	1969	17/01/2019	UNKNOWN	UNKNOWN	27	Letter on file	M	Y	Suggestive of unlawful adoption. Uk adoption (no docs)
6	1962	17/01/2019	YES	1963	-	-	F	N	
7	1964	01/02/2019	YES	1970	27	Not recorded	M	Y	Suggestive of an incorrect registration and an unlawful adoption. Child registered in mothers married name. Also USA adoption
8	1966	17/01/2019	YES	1967	25	FILE SHEET	F	N	Placed less than 10 days but later adopted
9	1967	17/01/2019	YES	1968	25	Index card & register	M	N	Placed less than 10 days but later adopted
10	1967	17/01/2019	NO	NO	-	-	M	N	Boarded out
11	1968	01/02/2019	YES	1968	-	-	M	N	-
12	1969	01/02/2019	YES	2970	-	-	M	N	-
13	1970	17/01/2019	YES	1971	-	-	F	N	-
14	1971	17/01/2019	YES	1972	-	-	M	N	-
15	1972	01/02/2019	YES	1973	-	-	F	N	-
16	1973	17/01/2019	YES	1973	-	-	M	N	
17	1974	17/01/2019	YES	1974	-	-	F	N	-
18	1974	17/01/2019	YES	1975	-	-	M	N	-
19	1976	17/01/2019	YES	1977	7	Place of birth recorded as home address	F	N	-
20	1968	01/02/2019	YES	1968	25	Not recorded	M	Y	-
21	1969	17/01/2019	YES	1970	-	-	F	N	-
22	1970	29/01/2019	YES	1976	-	-	M	N	-
23	1971	21/01/2019	YES	1962	-	-	F	N	-
24	1974	17/01/2019	YES	1974	-	-	M	N	-
25	1975	18/01/2019	YES	1976	-	-	F	N	-
26	1976	29/01/2019	YES	1977	25	Register Entry	M	N	-
27	1977	18/01/2019	YES	1978	-	-	M	N	-
28	1982	18/01/2019	YES	1983	-	-	M	N	-
29	1984	17/01/2019	YES	1986	-	-	M	N	-
30	1986	29/01/2019	YES	1987	-	-	M	N	-

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	YES- [REDACTED] 19
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	YES- [REDACTED] 8, 9, 20 & 26
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES- [REDACTED] 2, 5 & 7

Agency 12

	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
1	1972	27/02/2019	Unknown	Unknown	-	N/A	M	N	-
2	1976	27/02/2019	Unknown	Unknown	-	N/A	F	N	-
3	1966	27/02/2019	YES	1968	-	N/A	F	N	-
4	1976	27/02/2019	YES	1977	-	N/A	M	N	-
5	1963	27/02/2019	YES	1967	-	N/A	M	N	-
6	1976	27/02/2019	YES	1977	-	N/A	F	N	-
7	1971	27/02/2019	YES	1974	-	N/A	M	N	-
8	1976	27/02/2019	YES	1977	-	N/A	F	N	-
9	1968	27/02/2019	YES	1970	-	N/A	M	N	-
10	1969	27/02/2019	Unknown	Unknown	-	N/A	M	N	-
11	1958	27/02/2019	Unknown	Unknown	-	N/A	F	N	-
12	1954	27/02/2019	Unknown	Unknown	-	N/A	F	N	-
13	1973	27/02/2019	YES	1974	-	N/A	M	N	-
14	1954	27/02/2019	Unknown	Unknown	-	N/A	M	N	File states adoption
15	1967	27/02/2019	YES	1973	-	N/A	M	N	-
16	1968	27/02/2019	Unknown	Unknown	-	N/A	F	N	-
17	1976	27/02/2019	YES	1977	-	N/A	M	N	-
18	1976	27/02/2019	YES	1977	-	N/A	M	N	-
19	1975	27/02/2019	YES	1976	-	N/A	M	N	-
20	1964	27/02/2019	YES	1967	-	N/A	F	N	-
21	1968	27/02/2019	YES	1970	-	N/A	F	N	-
22	1969	27/02/2019	Unknown	Unknown	27		M	Y	Suggestive of unlawful adoption.
23	1974	27/02/2019	YES	1975	-	N/A	M	N	-
24	1968	27/02/2019	YES	1970	-	N/A	F	N	-
25	1975	27/02/2019	YES	1977	-	N/A	M	N	-
26	1976	27/02/2019	YES	1978	-	N/A	F	N	-
27	1977	27/02/2019	YES	1979	-	N/A	F	N	-
28	1982	27/02/2019	YES	1983	-	N/A	M	N	-
29	1989	27/02/2019	Unknown	Unknown	-	N/A	M	N	No evidence of adoption
30	1992	27/02/2019	YES	1993	-	N/A	M	N	-

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES- [REDACTED] 22

Agency 4

■	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
31	1956	17/12/2018	No	No	-	-	M	N	-
32	1967	17/12/2018	YES	1968	-	-	M	N	-
33	1958	17/12/2018	No	No	27	Admission Book	M	Y	Suggestive of family placement. Child not adopted.
34	1975	17/12/2018	YES	1976	-	-	M	N	-
35	1966	17/12/2018	YES	1967	-	-	F	N	-
36	1955	17/12/2018	YES	1965	-	-	M	N	-
37	1971	17/12/2018	YES	1972	-	-	F	N	-
38	1966	17/12/2018	YES	1967	-	-	M	N	-
39	1965	18/12/2018	YES	1966	-	-	F	N	-
40	1974	09/01/2019	YES	1975	-	-	F	N	-
41	1967	18/12/2018	YES	1968	-	-	F	N	-
42	1960	18/12/2018	YES	1967	-	-	M	N	-
43	1955	18/12/2018	YES	1959	-	-	M	N	USA Adoption
44	1965	18/12/2018	YES	1966	-	-	F	N	-
45	1973	18/12/2018	YES	1973	-	-	M	N	-
46	1968	18/12/2018	YES	1970	-	-	M	N	-
47	1969	18/12/2018	YES	1971	-	-	F	N	-
48	1963	18/12/2018	YES	1966	-	-	M	N	-
49	1954	18/12/2018	YES	1956	-	-	F	N	USA Adoption
50	1972	18/12/2018	YES	1972	27	Admission Book & File	F	Y	Suggestive of an Incorrect Registration. Suspicion of change of names. Adopted within one month.
51	1968	08/02/2019	No	No	-	-	F	N	outcome of child unknown
52	1973	02/01/2019	YES	1973	-	-	F	N	-
53	1968	02/01/2019	YES	1969	-	-	F	N	-
54	1971	14/12/2018	YES	1972	-	-	F	N	-
55	1970	02/01/2019	YES	1971	-	-	F	N	-
56	1975	02/01/2019	YES	1976	-	-	M	N	-
57	1964	17/12/2018	YES	1966	-	-	M	N	-
58	1965	10/12/2018	YES	1966	-	-	M	N	-
59	1976	10/12/2018	YES	1978	-	-	F	N	-
60	1975	10/12/2018	YES	1976	-	-	F	N	-
61	1968	10/12/2018	YES	1969	-	-	M	N	-
62	1973	10/12/2018	YES	1974	-	-	M	N	-
63	1966	11/12/2018	YES	1967	-	-	M	N	-
64	1962	24/01/2019	YES	1964	-	-	F	N	-
65	1965	11/12/2018	YES	1966	-	-	F	N	-
66	1971	11/12/2018	YES	1973	-	-	F	N	-

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES ■ 33 & 50

Agency 4 continued...

█	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
67	1967	24/01/2019	YES	1968	-	-	F	N	-
68	1976	11/12/2018	YES	1977	-	-	M	N	-
69	1969	11/12/2018	YES	1970	-	-	F	N	-
70	1975	17/12/2018	YES	1975	-	-	M	N	-
71	1959	17/12/2018	UNKNOWN	1962	27	Not recorded - only word suggestive of	F	Y	Suggestive of unlawful adoption. USA Adoption. Child adopted in USA. No adoption order on file., USA adoption
72	1971	21/12/2018	YES	1972	27	Small note on paper	F	N	Suggestive of private arrangement but child adopted. Birth Mother personal friend of adoptive mother. Small note of paper attached to particulars relating to child and parent.
73	1969	17/12/2018	YES	1970	-	-	M	N	-
74	1970	26/03/2019	YES	1971	-	-	M	N	-
75	1954	17/12/2018	UNKNOWN	1958	27	Affidavit- rear of file	F	Y	USA Adoption - Outcome of child unknown
76	1973	15/01/2019	YES	1974	-	-	F	N	-
77	1959	15/01/2019	YES	1961	-	-	F	N	-
78	1963	18/12/2018	YES	1964	-	-	F	N	-
79	1954	22/01/2019	NO	NO	-	-	F	N	-
80	1956	18/12/2018	NO	NO	-	-	F	N	-
81	1958	21/12/2018	YES		27	Not recorded - only word suggestive of	M	Y	Suggestive of a private placement. USA Adoption- no adoption order
82	1960	08/01/2019	NO	NO	-	-	F	N	Child went home
83	1962	17/12/2018	YES	1963	-	-	F	N	-
84	1964	09/01/2019	NO	NO	-	-	M	N	-
85	1968	09/01/2019	NO	NO	-	-	M	N	-
86	1966	18/12/2018	YES	1973	-	-	M	N	-
87	1970	18/12/2018	YES	1971	-	-	M	N	-
88	1972	09/01/2019	YES	1973	-	-	M	N	Child was █ old when adopted.
89	1986	15/01/2019	YES	1987	-	-	M	N	Adopted through █
90	1985	15/01/2019	YES	1986	-	-	F	N	-
91	1990	17/01/2019	YES	1992	-	-	F	N	-
92	1979	21/01/2019	YES	1980	-	-	M	N	-
93	1984	21/01/2019	YES	1985	-	-	F	N	-
94	1979	15/01/2019	YES	1980	-	-	M	N	-
95	1992	04/01/2019	YES	1993	-	-	F	N	-
96	1980	04/01/2019	UNKNOWN	UNKNOWN	-	-	M	Y	Placed one month after birth but no Adoption Order on file.
97	1992	04/01/2019	YES	1993	-	-	M	N	-
98	1983	04/01/2019	YES	1984	-	-	F	N	-

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES ■ 71, 72, 75 & 81

Agency 11

■	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
99	1954	19/12/2018	YES	1956	-	-	M	N	-
100	1963	19/12/2018	Unknown	Unknown	-	-	F	N	Outcome of child unknown
101	1956	19/12/2018	YES	1959	-	-	M	N	-
102	1969	19/12/2018	YES	1971	-	-	M	N	-
103	1956	18/12/2018	YES	1956	-	-	F	N	-
104	1963	18/12/2018	YES	1964	-	-	M	N	-
105	1963	19/12/2018	YES	1964	-	-	M	N	-
106	1962	19/12/2018	YES	1963	-	-	F	N	-
107	1967	19/12/2018	YES	1968	-	-	M	N	-
108	1961	19/12/2018	YES	1963	-	-	M	N	-
109	1958	19/12/2018	YES	1959	-	-	F	N	-
110	1963	19/12/2018	YES	1965	-	-	M	N	-
111	1964	22/01/2019	YES	1965	-	-	F	N	-
112	1960	24/01/2019	YES	1963	-	-	M	N	-
113	1957	20/12/2018	YES	1958	-	-	F	N	-
114	1971	20/12/2018	YES	1972	-	-	F	N	-
115	1957	21/12/2018	Unknown	Unknown	27	File & letter from Solicitor	M	Y	Suggestive unlawful adoption. USA Adoption. Consent only given to ■
116	1962	20/12/2018	YES	1964	27	■ record card & file documents	M	Y	Suggestive of unlawful adoption. USA Adoption
117	1959	20/12/2018	YES	1961	-	-	F	N	-
118	1963	-	Unknown	Unknown	27	No adoption paperwork or B.C	F	Y	Suggestive of unlawful adoption. No adoption paperwork and no BC
119	1953	20/12/2018	YES	1955	-	-	F	N	-
120	1970	20/12/2018	YES	1971	-	-	M	N	-
121	1968	27/12/2018	YES	1969	-	-	M	N	-
122	1965	27/12/2018	YES	1966	-	-	M	N	-
123	1967	27/12/2018	YES	1968	27	On records and particulars book of maternity home	M	N	Suggestive of a direct placement. Placed at 5 weeks, adopted at 1 year
124	1965	27/12/2018	YES	1966	27	Not recorded- only word suggestive of	M	N	Suggestive of a direct placement. Placed at 5 weeks, adopted at 1 year
125	1957	27/12/2018	Unknown. No AAI reference.	Unknown. No AAI reference.	27	■	M	Y	Suggestive of direct placement. No ■ referenc number. A number of different adoption dates.
126	1962	10/01/2019	YES	1963	-	-	M	N	-
127	1961	10/01/2019	YES	1964	-	-	M	N	USA Adoption - no concerns raised
128	1964	10/01/2019	Unknown	Unknown	-	-	F	N	-

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES- [REDACTED] 115, 116, 118, 123, 124 & 125

Agency 7

	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
129	1970	31/01/2019	YES	1971	-	-	M	N	-
130	1971	30/01/2019	YES	1972	-	-	M	N	-
131	1975	30/01/2019	YES	1976	-	-	F	N	-
132	1973	15/02/2019	Unknown	Unknown possibly 1973	25	Not recorded	M	N	-
133	1974	30/01/2019	YES	1974	-	-	F	N	-
134	1973	30/01/2019	YES	1975	-	-	M	N	-
135	1966	07/02/2019	YES	1967	-	-	M	N	-
136	1965	06/02/2019	YES	1967	-	-	M	N	-
137	1971	31/01/2019	YES	1972	-	-	F	N	-
138	1966	05/02/2019	YES	1987	-	-	M	N	-
139	1968	15/02/2019	YES	1969	-	-	F	N	-
140	1972	30/01/2019	YES	1974	-	-	F	N	-
141	1970	15/02/2019	YES	1971	-	-	M	N	-
142	1966	12/02/2019	YES	1967	-	-	F	N	-
143	1971	04/02/2019	YES	1972	27	Adoption Social Work notes	F	N	Suggestive of unlawful adoption
144	1973	30/01/2019	YES	1974	25	Not recorded	F	N	Placed with adopters at 11 days old
145	1969	28/03/2019	YES	1970	-	-	M	N	-
146	1961	26/03/2019	YES	1964	-	-	M	N	-
147	1966	13/02/2019	YES	1967	-	-	F	N	-
148	1975	12/02/2018	YES	1976	-	-	M	N	-
149	1956	19/02/2019	YES	1965	-	-	F	N	-
150	1968	20/02/2019	YES	1969	-	-	F	N	-
151	1955	14/02/2019	YES	1961	-	-	F	N	-
152	1959	19/02/2019	YES	1966	-	-	F	N	-
153	1965	20/02/2019	YES	1966	-	-	M	N	-
154	1960	30/01/2019	YES	1967	-	-	M	N	-
155	1980	30/01/2019	YES	1981	-	-	M	N	-
156	1983	31/01/2019	YES	1984	-	-	M	N	-
157	1986	27/03/2019	YES	1986	-	-	F	N	-
158	1990	30/01/2019	YES	1991	-	-	F	N	-

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	YES- [REDACTED] 132 & 144
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES- [REDACTED] 143

Agency 5

█	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
96	1956	08/01/2019	YES	1957	-	-	F	N	-
97	1954	-	YES	1955	-	-	F	N	-
98	1963	02/01/2019	YES	1968	-	-	F	N	-
99	1968	07/01/2019	YES	1969	-	-	F	N	-
100	1963	03/01/2019	YES	1967	-	-	M	N	-
101	1957	02/01/2019	YES	1958	-	-	F	N	Unhappy Adoption
102	1958	27/12/2018	YES	1959	-	-	F	N	-
103	1956	27/12/2018	YES	1957	-	-	M	N	-
104	1964	07/01/2019	Unknown	-	-	-	F	Y	DOB one year out (different dates recorded)
105	1964	27/12/2018	YES	1959	-	-	F	N	-
106	1956	27/12/2018	YES	1957	-	-	M	N	-
107	1968	03/01/2019	YES	1969	-	-	M	N	-
108	1959	27/12/2018	YES	1960	-	-	M	N	-
109	1955	27/12/2018	YES	1957	-	-	M	N	-
110	1962	28/12/2018	YES	1964	-	-	F	N	-
111	1954	02/01/2019	YES	1955	-	-	M	N	-
112	1967	07/01/2019	YES	1969	-	-	M	N	-
113	1968	07/01/2019	YES	1969	-	-	F	N	-
114	1962	03/01/2019	YES	1963	-	-	F	N	-
115	1963	31/12/2019	YES	1965	-	-	M	N	-
116	1954	03/01/2019	YES	1955	-	-	F	N	-
117	1963	03/01/2019	YES	1968	-	-	F	N	-
118	1954	03/01/2019	YES	1960	-	-	F	N	-
119	1968	08/01/2019	YES	1969	-	-	M	N	-
120	1953	03/01/2019	YES	1955	-	-	F	N	-
121	1969	14/01/2019	YES	1970	-	-	F	N	-
122	1977	07/01/2019	YES	1978	-	-	M	N	-
123	1991	03/01/2019	YES	1992	-	-	F	N	-
124	1979	03/01/2019	YES	1980	-	-	M	N	-
125	1991	03/01/2019	YES	1990	-	-	F	N	-

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	-

Agency 3

■	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
1	1955	15/01/2019	YES	1955	-	-	F	N	-
2	1956	15/01/2019	YES	1957	-	-	F	N	-
3	1959	15/01/2019	YES	1959	-	-	F	N	-
4	1959	18/12/2018	YES	1961	-	-	M	N	-
5	1961	18/12/2018	YES	1962	-	-	F	N	-
6	1961	18/12/2018	YES	1962	-	-	F	N	-
7	1963	20/12/2018	YES	1964	-	-	F	N	-
8	1962	02/01/2019	YES	1963	-	-	F	N	-
9	1964	20/12/2018	YES	1965	-	-	F	N	-
10	1967	17/12/2018	YES	1968	-	-	F	N	-
11	1966	17/12/2018	YES	1967	-	-	M	N	-
12	1966	17/12/2018	YES	1967	-	-	F	N	-
13	1968	11/12/2018	YES	1969	-	-	M	N	-
14	1967	22/02/2019	YES	1971	-	-	M	N	-
15	1968	11/12/2018	YES	1969	-	-	F	N	-
16	1971	10/12/2018	YES	1972	-	-	F	N	-
17	1972	17/12/2018	YES	1974	-	-	M	N	-
18	1973	17/12/2018	YES	1973	-	-	F	N	-
19	1973	06/12/2018	YES	1974	-	-	M	N	-
20	1975	06/12/2018	YES	1976	-	-	M	N	-
21	1974	06/12/2018	YES	1975	-	-	M	N	-
22	1973	15/01/2019	YES	1974	-	-	M	N	-
23	1975	17/01/2019	YES	1976	-	-	M	N	-
24	1954	11/03/2019	YES	1955	-	-	M	N	-
25	1976	18/12/2018	YES	1977	-	-	M	N	-
26	1969	12/03/2019	YES	1970	-	-	F	N	-
27	1979	18/12/2018	YES	1980	-	-	F	N	-
28	1982	18/12/2018	YES	1983	-	-	M	N	-
29	1986	18/12/2018	NO	NO	-	-	M	N	Child went home
30	1994	18/12/2018	YES	1955	-	-	F	N	Transferred to the ■■■■■ ■■■■■ Was adopted

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	-

Agency 25

	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
1	1966	27/02/2019	NO	N/A	-	-	F	N	-
2	1955	27/02/2019	NO	N/A	-	-	F	N	-
3	1972	27/02/2019	NO	N/A	-	-	M	N	-
4	1971	28/02/2019	NO	N/A	-	-	M	Y	Child has foster carers surname. Child Not adopted
5	1970	27/02/2019	NO	N/A	-	-	M	N	-
6	1968	27/02/2019	NO	N/A	-	-	M	N	-
7	1960	27/02/2019	NO	N/A	-	-	M	N	-
8	1973	27/02/2019	NO	N/A	-	-	M	N	-
9	1963	27/02/2019	NO	N/A	-	-	M	N	-
10	1960	27/02/2019	NO	N/A	-	-	M	N	Living with Aunt and Uncle. Places by [REDACTED]
11	1968	27/02/2019	NO	N/A	-	-	F	N	-
12	1969	27/02/2019	NO	N/A	-	-	M	N	-
13	1957	27/02/2019	NO	N/A	-	-	F	N	-
14	1962	27/02/2019	NO	N/A	-	-	M	N	-
15	1962	27/02/2019	NO	N/A	-	-	M	N	-
16	1972	27/02/2019	NO	N/A	-	-	M	N	-
17	1975	27/02/2019	NO	N/A	-	-	M	N	-
18	1969	28/02/2019	NO	N/A	-	-	M	Y	Child has foster carers surname. Child Not adopted
19	1972	27/02/2019	NO	N/A	-	-	M	N	-
20	1971	27/02/2019	NO	N/A	27	File	M	N	Suggestive of family arrangement. Living with Aunt after birth mother passed away
21	1973	27/02/2019	NO	N/A	-	-	M	N	-
22	1954	27/02/2019	NO	N/A	27	File	M	N	Suggestive of family arrangement. Orphan-living with Aunt
23	1958	27/02/2019	NO	N/A	27	File	M	N	Suggestive of family arrangement. Orphan-living with Aunt
24	1953	27/02/2019	NO	N/A	-	-	M	N	-
25	1955	27/02/2019	NO	N/A	27	File	F	N	Suggestive of family arrangement. Living with Aunt due to home circumstances.
26	1961	27/02/2019	NO	N/A	-	-	F	N	-
27	1980	27/02/2019	NO	N/A	-	-	F	N	-
28	1984	27/02/2019	YES	MAR-85	-	-	M	N	-
29	1981	27/02/2019	NO	N/A	-	-	M	N	Child went home
30	1985	27/02/2019	NO	N/A	-	-	F	N	Child went home

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES [REDACTED] 25, 23, 22 & 20

Agency 30

█	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
156	1969	08/01/2019	NO	N/A	-	-	F	N	DOB (3 different ones on record)
157	1953	14/01/2019	YES	1961	-	-	F	N	-
158	1973	14/01/2019	NO	N/A	-	-	F	N	-
159	1981	14/01/2019	NO	N/A	-	-	M	N	-
160	1977	12/02/2019	NO	N/A	27	File 5,196 & 197	M	N	Suggestive of incorrect registration. birth mother used false name.
161	1954	14/01/2019	NO	N/A	-	-	M	N	-
162	1958	14/01/2019	NO	N/A	-	-	M	N	-
163	1956	14/01/2019	YES	1963	-	-	F	N	-
164	1975	14/01/2019	NO	N/A	-	-	M	N	-
165	1965	14/01/2019	NO	N/A	-	-	F	N	DOB out by one day
166	1956	14/01/2019	NO	N/A	-	-	M	N	DOB out by one day
167	1957	14/01/2019	NO	N/A	-	-	M	N	-
168	1960	15/01/2019	NO	N/A	-	-	F	N	File ok. birth cert on file
169	1981	17/01/2019	UNKNOWN	N/A	-	-	M	N	-
170	1971	26/02/2019	NO	N/A	-	-	M	N	File ok. birth cert on file
171	1955	15/01/2019	UNKNOWN	N/A	-	-	M	N	-
172	1974	16/01/2019	UNKNOWN	N/A	2	File	F	N	Child returned home to original family eventually
173	1974	23/01/2019	UNKNOWN	N/A	-	-	F	N	-
174	1967	23/01/2019	UNKNOWN	N/A	-	-	F	N	-
175	1976	22/01/2019	NO	N/A	-	-	M	N	-
176	1978	21/01/2019	NO	N/A	-	-	M	N	DOB out by one day
177	1968	15/01/2019	NO	N/A	-	-	M	N	-
178	1953	15/01/2019	NO	N/A	-	-	M	N	-
179	1965	16/01/2019	NO	N/A	2	Case notes and also in a report which was sent to adoptee	F	Y	Children different name to birth mother- no docs for adoption
180	1960	15/01/2019	NO	N/A	-	-	M	N	Incest
181	1974	14/01/2019	NO	N/A	-	-	M	N	-
182	1996	08/01/2019	NO	N/A	-	-	F	N	-
183	1985	21/01/2019	NO	N/A	-	-	F	N	-
184	1982	21/01/2019	NO	N/A	27	Letter from █	F	N	Suggestive of family arrangement
185	1982	21/01/2019	NO	N/A	-	-	F	N	Child went home

Markers		
1	Private placement	-
2	Private arrangement	YES [REDACTED] 172 & 179
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES [REDACTED] 160 & 184

Agency 23

■	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
1	1953	20/12/2018	NO	N/A	-	-	M	N	WENT HOME
2	1954	20/12/2018	NO	N/A	-	-	M	N	WENT HOME
3	1954	20/12/2018	NO	N/A	-	-	F	N	WENT HOME
4	1954	20/12/2018	NO	N/A	-	-	F	N	WENT HOME
5	1956	20/12/2018	NO	N/A	-	-	M	N	WENT HOME
6	1957	31/12/2018	NO	N/A	-	-	M	N	WENT HOME
7	1955	21/12/2018	NO	N/A	-	-	F	N	WENT HOME
8	1957	21/12/2018	NO	N/A	-	-	M	N	WENT HOME
9	1958	21/12/2018	NO	N/A	-	-	M	N	WENT HOME
10	1959	21/12/2018	NO	N/A	-	-	M	N	WENT HOME
11	1959	21/12/2018	NO	N/A	-	-	F	N	WENT HOME
12	1960	21/12/2018	NO	N/A	-	-	M	N	WENT HOME
13	1960	21/12/2018	NO	N/A	-	-	F	N	WENT HOME
14	1968	21/12/2018	NO	N/A	-	-	M	N	WENT HOME
15	1968	21/12/2018	NO	N/A	-	-	M	N	WENT HOME
16	1969	21/12/2018	NO	N/A	-	-	M	N	WENT HOME
17	1970	21/12/2018	UNKNOWN	N/A	-	-	M	N	NO DISCHARGE DETAILS
18	1971	21/12/2018	NO	N/A	-	-	M	N	WENT HOME
19	1972	21/12/2018	UNKNOWN	N/A	-	-	F	N	NO DISCHARGE DETAILS
20	1961	20/12/2018	NO	N/A	-	-	M	N	WENT HOME
21	1962	20/12/2018	NO	N/A	-	-	M	N	WENT HOME
22	1963	21/12/2018	NO	N/A	-	-	M	N	WENT HOME
23	1963	21/12/2018	NO	N/A	-	-	M	N	WENT HOME
24	1963	21/12/2018	NO	N/A	-	-	M	N	WENT HOME
25	1964	21/12/2018	NO	N/A	-	-	M	N	WENT HOME
26	1965	21/12/2018	NO	N/A	-	-	F	N	WENT HOME
27	1965	21/12/2018	NO	N/A	-	-	M	N	WENT HOME
28	1966	21/12/2018	NO	N/A	-	-	F	N	WENT HOME
29	1966	21/12/2018	UNKNOWN	N/A	-	-	F	N	NO DISCHARGE DETAILS
30	1966	21/12/2018	UNKNOWN	N/A	-	-	F	N	WENT HOME

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	-

Agency 24

█	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
204	1954	22/01/2019	UNKNOWN	N/A	27	At Nurse Card	F	Y	Suggestive of a private placement. Record states that child was removed to parents (no name) in █ when child was six months. Unusual for natural parents to use nursing home in █ if they are from █
205	1953	22/01/2019	UNKNOWN	N/A	-		F	Y	DOB is █ Yet card states "discharged to parents on █" (we cannot be sure the date above is the dob)
206	1953	22/01/2019	UNKNOWN	N/A	27	At Nurse Card	F	Y	Suggestive of a private placement. Record states child removed to parents (no name given) █. No explanation given.
207	1955	22/01/2019	UNKNOWN	N/A	27	At Nurse Card	M	Y	Suggestive of a private placement/incorrect registration. Noted on Quality Check that child was taken by couple with different name to child.
208	1960	23/01/2019	UNKNOWN	N/A	27	At Nurse Card	M	Y	Suggestive of a private placement. Child returned from an unknown family 7 mths after release to them, then went to █
209	1953	22/01/2019	UNKNOWN	N/A	-		F	Y	Unknown where the child went
210	1955	22/01/2019	UNKNOWN	N/A	27	At Nurse Card	M	Y	Suggestive of incorrect registration. No first name given on record for child, only surname. No Birth Mother's name recorded. Indicator given that child was removed by person of a different name for adoption. no Adoption Society recorded on record.
211	1953	22/01/2019	UNKNOWN	N/A	-		M	Y	Unknown where the child went
212		22/01/2019	UNKNOWN	N/A	27	At Nurse Card	M	Y	Suggestive of private arrangement. Record states child removed 21/08/1955. No record of to whom child was removed.No BM name. No DOB for child.
213	1961	22/01/2019	UNKNOWN	N/A	27	At Nurse Card	F	Y	Suggestive of a private arrangement/ incorrect registration. No first name on records for child, only surname. Birth mother not named. Child returned to Society 20/12/1961, 12 days after birth. Adoption Society not named.
214	1958	22/01/2019	UNKNOWN	N/A	-		F	Y	Went to █
215	1954	22/01/2019	UNKNOWN	N/A	27	At Nurse Card	F	Y	Suggestive of private arrangement.
216	1961	22/01/2019	UNKNOWN	N/A	-		M	Y	Unknown where the child went
217	1954	22/01/2019	YES	1966	7 & 27	█ admission sheet	M	Y	Suggestive of an unlawful adoption
218	1954	22/01/2019	UNKNOWN	N/A	27	At Nurse Card	F	Y	Suggestive of Incorrect registration. \Record indicates child was removed 12 days after birth to woman of different surname to child. No Birth Mother's name given.
219	1958	22/01/2019	UNKNOWN	N/A	27	At Nurse Card	M	Y	Suggestive of a private arrangement. Unknown where the child went
220	1964	23/01/2019	UNKNOWN	N/A	27	At Nurse Card	M	Y	Suggestive of unlawful adoption. Removed by █
221	1956	22/01/2019	UNKNOWN	N/A	-		M	Y	Unknown where the child went
222	1954	22/01/2019	UNKNOWN	N/A	27	At Nurse Card	F	Y	Suggestive of unlawful adoption. Record states 'Removed for adoption █'
223	1955	22/01/2019	UNKNOWN	N/A	27	At Nurse Card	M	Y	Suggestive of private placement. Record states that baby went to parents on █ when aged █. No reason given for long stay.
224	1953	24/01/2019	UNKNOWN	N/A	27	At Nurse Card	M	Y	Suggestive of unlawful adoption. Record states adopted by a named couple but no mention of adoption agency
225	1954	22/01/2019	UNKNOWN	N/A	27	At Nurse Card	M	Y	Suggestive of unlawful adoption. Record states child removed to █ mention of adoption agency. Birth Mother's name not given. 20 days old.
226	1954	22/01/2019	UNKNOWN	N/A	-		F	Y	Unknown where the child went
227	1960	22/01/2019	UNKNOWN	N/A	27	Register	M	Y	Suggestive of a private arrangement. Record states retd to parents August 61. As child was born █ No name of Birth Mother provided.
228	1954	22/01/2019	UNKNOWN	N/A	-	-	F	Y	Unknown where the child went
229	1953	28/01/2019	YES	1956	-	-	M	N	
230	1954	13/02/2019	UNKNOWN	N/A	-	-	M	Y	Unknown where the child went
231	1954	24/01/2019	UNKNOWN	N/A	27	-	M	Y	Suggestive of a private arrangement. Records states baby removed to parents at four months old. Why is there a long length of stay?
232	1953	14/02/2019	UNKNOWN	N/A	27	-	F	Y	Suggestive of illegal adoption. DOB 3 days out.

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	YES [REDACTED] 217
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES [REDACTED] 204, 206, 207, 208, 210, 212, 213, 215, 217, 218, 219, 220, 222, 223, 224, 225, 227, 231 & 232

Agency 21

█	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
91	1954	21/12/2018	UNKNOWN	N/A	-	-	M	N	
92	1954	21/12/2018	NO	N/A	-	-	F	N	
93	1954	21/12/2018	UNKNOWN	N/A	-	-	NO CHILD	N	No child recorded. BM left home
94	1954	21/12/2018	UNKNOWN	N/A	-	-	M	N	
95	1956	21/12/2018	UNKNOWN	N/A	27	Register	M	N	Suggestive of placed at/from birth. Baby went to hospital.
186	1953	24/01/2019	UNKNOWN	N/A	-	-	F	N	
187	1953	24/01/2019	UNKNOWN	N/A	-	-	M	N	
188	1953	24/01/2019	UNKNOWN	N/A	-	-	M	N	
189	1953	28/01/2019	UNKNOWN	N/A	-	-	NO CHILD	N	Abortion
190	1953	28/01/2019	UNKNOWN	N/A	-	-	NO CHILD	N	Abortion
191	1954	25/01/2019	UNKNOWN	N/A	-	-	UNKNOWN	N	Mother removed to hospital
192	1954	25/01/2019	UNKNOWN	N/A	-	-	F	N	
193	1954	25/01/2019	UNKNOWN	N/A	-	-	NO CHILD	N	Abortion
194	1954	25/01/2019	UNKNOWN	N/A	-	-	NO CHILD	N	Complete is recorded on record. (presumed abortion)
195	1954	25/01/2019	UNKNOWN	N/A	-	-	NO CHILD	N	No record of birth on this admission
196	1954	25/01/2019	UNKNOWN	N/A	-	-	UNKNOWN	N	Mother removed to hospital
197	1955	29/01/2019	UNKNOWN	N/A	-	-	F	N	
198	1955	29/01/2019	UNKNOWN	N/A	-	-	UNKNOWN	N	Mother sent to █.
199	1955	29/01/2019	UNKNOWN	N/A	-	-	NO CHILD	N	Complete abortion recorded
200	1955	29/01/2019	UNKNOWN	N/A	-	-	UNKNOWN	N	Mother removed to hospital
201	1955	25/01/2019	UNKNOWN	N/A	-	-	M	N	
202	1955	25/01/2019	UNKNOWN	N/A	-	-	F	N	
203	1956	25/01/2019	UNKNOWN	N/A	-	-	UNKNOWN	N	Patient sent to █

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES ■ 95

Agency 20

Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues	
61	1953	19/12/2018	UNKNOWN	N/A	-		F	N	Outcome of the child unknown
62	1953	19/12/2018	UNKNOWN	N/A	-		F	N	Outcome of the child unknown
63	1954	19/12/2018	UNKNOWN	N/A	-		M	N	Outcome of the child unknown
64	1954	19/12/2018	NO	N/A	27	Register Entry & At nurse record	F	Y	Suggestive of Incorrect Registration (child baptised in foster carers name)
65	1954	19/12/2018	UNKNOWN	N/A	-		F	N	Outcome of the child unknown
66	1955	19/12/2018	UNKNOWN	N/A	-		M	N	Outcome of the child unknown
67	1956	19/12/2018	UNKNOWN	N/A	-		F	N	Outcome of the child unknown
68	1956	19/12/2018	NO	N/A	-	-	F	Y	Child minded for 11 mths before the child returned to married parents.
69	1956	19/12/2018	UNKNOWN	N/A	-		F	N	Outcome of the child unknown
70	1956	14/02/2019	UNKNOWN	N/A	-		M	N	Outcome of the child unknown
71	1957	19/12/2018	UNKNOWN	N/A	-		M	N	Outcome of the child unknown
72	1957	19/12/2018	UNKNOWN	N/A	-		F	N	Outcome of the child unknown
73	1957	19/12/2018	UNKNOWN	N/A	-		M	N	Outcome of the child unknown
74	1957	19/12/2018	UNKNOWN	N/A	27	Register Entry	F	N	Suggestive of placed directly at/form birth- child went to [redacted]
75	1958	19/12/2018	UNKNOWN	N/A	27	Register Entry	F	N	Suggestive of placed directly at/form birth- child went to [redacted]
76	1958	19/12/2018	UNKNOWN	N/A	27	Register Entry	F	N	Suggestive of placed directly at/form birth- child went to [redacted]
77	1956	19/12/2018	UNKNOWN	N/A	-		F	N	Outcome of the child unknown
78	1958	19/12/2018	UNKNOWN	N/A	-		M	N	Outcome of the child unknown
79	1959	19/12/2018	UNKNOWN	N/A	-		M	N	Outcome of the child unknown
80	1959	19/12/2018	UNKNOWN	N/A	-		M	N	Outcome of the child unknown
81	1959	19/12/2018	UNKNOWN	N/A	-		M	N	Outcome of the child unknown
82	1959	19/12/2018	UNKNOWN	N/A	-		M	N	Outcome of the child unknown
83	1960	19/12/2018	UNKNOWN	N/A	-		F	N	Outcome of the child unknown
84	1960	19/12/2018	UNKNOWN	N/A	-		M	N	Outcome of the child unknown
85	1960	19/12/2018	UNKNOWN	N/A	-		M	N	Outcome of the child unknown
86	1961	19/12/2018	UNKNOWN	N/A	-		M	N	Outcome of the child unknown
87	1960	16/01/2019	YES	1964	4, 27	Front cover of file, admission sheet, index card and letter.	M	Y	Suggestive of Incorrect Registration
88	1956	19/12/2018	UNKNOWN	UNKNOWN	4, 27	File, admission sheet, letter and receipts.	M	Y	Suggestive of Incorrect Registration
89	1956	19/12/2018	UNKNOWN	UNKNOWN	4	Register	F	N	Outcome of the child unknown
90	1956	19/12/2018	YES	N/A	27	Register and [redacted] file.	M	Y	Suggestive of Incorrect registration and placed directly at/from birth. False Name of birth mother

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	YES █████ 87,88,89
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES █████ 64, 74, 75, 76, 87, 88 & 90

Agency 15

█	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
159	1976	25/02/2019	YES	1977	-	-	M	N	-
160	1970	25/01/2019	YES	1971	-	-	M	N	DOB is one day out.
161	1954	25/01/2019	UNKNOWN	UNKNOWN	-	-	F	N	Records state child was adopted
162	1982	28/01/2019	YES	1982	-	-	F	N	-
163	1984	25/01/2019	YES	1984	-	-	F	N	-
164	1983	25/01/2019	YES	1984	-	-	M	N	-
165	1982	21/02/2019	YES	1983	-	-	F	N	-
166	1976	28/01/2019	UNKNOWN	UNKNOWN	-	-	F	N	DOB is 5 days out.
167	1994	25/01/2019	UNKNOWN	UNKNOWN	22	Case Notes of a meeting	M	Y	children placed with sister.
168	1987	28/01/2019	NO	NO	-	-	F	N	-
169	1968	25/02/2019	UNKNOWN	UNKNOWN	27	Case Notes & file	F	Y	Possible incorrect registration (unknown if child adopted)
170	1976	28/01/2019	YES	1977	-	-	F	N	-
171	1975	28/01/2019	YES	1976	-	-	F	N	-
172	1976	28/01/2019	YES	1977	-	-	F	N	-
173	1966	28/01/2019	UNKNOWN	N/A	-	-	F	Y	UK placement (no further info)
174	1960	28/01/2019	YES	1961	-	-	M	N	-
175	1974	29/01/2019	YES	1975	-	-	M	N	-
176	1974	29/01/2019	YES	1975	-	-	M	N	-
177	1975	29/01/2019	YES	1976	-	-	F	N	-
178	1974	29/01/2019	YES	1975	-	-	F	N	-
179	1975	28/01/2019	YES	1976	-	-	F	N	-
180	1975	25/01/2019	UNKNOWN	UNKNOWN	-	-	M	N	-
181	1974	29/01/2019	UNKNOWN	UNKNOWN	-	-	F	N	-
182	1974	28/01/2019	YES	1975	27	File	M	Y	Suggestive of illegal adoption. Consent issues. Given to █ docs appear to be altered.
183	1975	28/01/2019	UNKNOWN		-	-	M	Y	-
184	1976	29/01/2019	YES	1977	-	-	F	N	-
185	1976	29/01/2019	YES	1977	-	-	M	N	-
186	1976	29/01/2019	YES	1977	-	-	M	N	-
187	1976	29/01/2019	YES	1977	-	-	F	N	-
188	1976	29/01/2019	YES	1977	7	Medical particulars of mother	F	N	-
189	1976	28/01/2019	YES	1977	-	-	F	N	-
190	1976	28/01/2019	YES	1977	-	-	F	N	-
191	1975	28/01/2019	YES	1976	-	-	M	N	-
192	1975	28/01/2019	YES	1976	-	-	M	N	-
193	1975	28/01/2019	YES	1976	-	-	M	N	-
194	1975	28/01/2019	YES	1976	-	-	M	N	-

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	YES [REDACTED] - [REDACTED] 188
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	YES [REDACTED] 167
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES [REDACTED] 169 & 182

Agency 15 continued...

█	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
195	1975	28/01/2019	YES	1976	-	-	M	N	-
196	1975	28/01/2019	YES	1976	-	-	F	Y	3 different DOB's
197	1975	28/01/2019	YES	1976	-	-	M	N	-
198	1975	28/01/2019	YES	1975	-	-	F	N	-
199	1975	13/02/2019	YES	1976	-	-	F	N	-
200	1977	29/01/2019	YES	1978	-	-	F	N	-
201	1977	28/01/2019	UNKNOWN	UNKNOWN	15	File	M	N	Mother used fathers surname as her own when registering the child. Not married.
202	1978	29/01/2019	YES	1979	-	-	F	N	-
203	1982	29/01/2019	UNKNOWN	UNKNOWN	-	-	F	N	There was an application for an adoption hearing on file
204	1975	28/01/2019	YES	1975	-	-	F	N	-
205	1975	13/02/2019	YES	1975	-	-	F	N	-
206	1975	28/01/2019	YES	1976	-	-	F	N	-
207	1975	29/01/2019	YES	1975	-	-	M	N	-
208	1974	29/01/2019	YES	1975	-	-	F	N	-
209	1975	29/01/2019	YES	1976	-	-	F	N	-
210	1974	29/01/2019	YES	1975	-	-	M	N	-
211	1956	29/01/2019	NO	NO	-	-	M	N	-
212	1957	29/01/2019	YES	1958	-	-	F	N	-
213	1976	26/02/2019	YES	1977	-	-	F	N	Alleged rape
214	1975	26/02/2019	YES	1976	-	-	M	N	-
215	1965	22/02/2019	YES	1969	-	-	F	N	-
216	1971	29/01/2019	UNKNOWN	UNKNOWN	-	-	F	N	-
217	1975	21/02/2019	YES	1975	-	-	F	N	-
218	1970	13/02/2019	YES	1971	27	File	M	N	Suggestive of direct placement. SW notes state placed directly from birth
219	1958	28/01/2019	UNKNOWN	UNKNOWN	-	-	F	N	-
220	1973	29/01/2019	UNKNOWN	UNKNOWN	-	-	F	N	DOB not recorded on file. Reference to █ adoption
221	1974	21/02/2019	UNKNOWN	UNKNOWN	-	-	F	N	Unknown where child went.
222	1975	21/02/2019	YES	1976	-	-	M	N	-
223	1962	21/02/2019	YES	1965	-	-	F	N	-
224	1957	27/02/2019	YES	1958	-	-	F	Y	The same Ref was used following a request made by █ to avoid returning to the birth mother to have new consents signed even though there was a change of agency.
225	1971	28/01/2019	YES	1972	-	-	M	N	-
226	1967	27/02/2019	YES	1968	-	-	F	N	-

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	YES [REDACTED] 201
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES [REDACTED] 218

Agency 10

■	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
31	1953	07/01/2019	UNKNOWN	UNKNOWN	-	-	F	Y	No docs on file
32	1954	07/01/2019	UNKNOWN	UNKNOWN	-	-	F	N	-
33	1960	07/01/2019	UNKNOWN	UNKNOWN	-	-	M	N	-
34	1967	07/01/2019	NO	NO	-	-	M	N	-
35	1963	07/01/2019	YES	1966	-	-	M	N	-
36	1964	07/01/2019	UNKNOWN	UNKNOWN	-	-	M	N	-
37	1967	07/01/2019	YES	1967	25	Register-adoption placements	M	N	-
38	1968	07/01/2019	NO	NO	-	-	M	N	child went home
39	1964	07/01/2019	YES	1965	-	-	M	N	-
40	1965	07/01/2019	NO	NO	-	-	F	N	Brother is putative father
41	1953	07/01/2019	UNKNOWN	UNKNOWN	-	-	M	N	Unknown where child went
42	1955	07/01/2019	UNKNOWN	UNKNOWN	-	-	M	N	-
43	1958	07/01/2019	YES	1962	2	Letter on file	M	Y	Very private arrangement recorded.
44	1960	07/01/2019	UNKNOWN	UNKNOWN	-	-	F	Y	No docs on file
45	1955	09/01/2019	UNKNOWN	UNKNOWN	-	-	F	N	-
46	1953	09/01/2019	UNKNOWN	UNKNOWN	-	-	M	N	child went home
47	1966	09/01/2019	UNKNOWN	UNKNOWN	-	-	M	N	Unknown where child went
48	1969	09/01/2019	UNKNOWN	UNKNOWN	27	Admission by ■	F	Y	Suggestive of unlawful; adoption. Discharged for irish adoption 2mths later
49	1963	09/01/2019	YES	1964	-	-	F	N	-
50	1966	09/01/2019	YES	1967	-	-	F	N	-
51	1963	09/01/2019	YES	1966	-	-	M	N	-
52	1957	07/01/2019	UNKNOWN	UNKNOWN	-	-	M	Y	No docs on file
53	1969	09/01/2019	NO	NO	-	-	F	N	child went home
54	1970	09/01/2019	NO	NO	-	-	M	N	child went home
55	1967	09/01/2019	YES	1968	-	-	F	N	-
56	1967	09/01/2019	YES	1969	-	-	F	N	-
57	1965	09/01/2019	YES	1966	-	-	M	N	-
58	1958	08/02/2019	YES	1959	-	-	F	N	Alleged Rape
59	1962	20/02/2019	YES	1963	-	-	M	N	-
60	1965	20/02/2019	NO	NO	-	-	M	N	child went home
61	1953	08/02/2019	UNKNOWN	UNKNOWN	-	-	F	Y	No docs on file.
62	1954	08/02/2019	UNKNOWN	UNKNOWN	-	-	F	Y	No docs on file.
63	1959	18/02/2019	YES	1961	27	Letter on file ■	F	N	Suggestive of private arrangement(family adoption)
64	1973	20/02/2019	YES	2 DATES ON FILE	-	-	M	Y	Two adoption dates
65	1965	08/02/2019	UNKNOWN	UNKNOWN	-	-	M	Y	No docs on file.
66	1954	14/02/2019	NO	NO	27	Death cert on file	F	Y	Suggestive of wrongful registraion of death of baby

Markers		
1	Private placement	-
2	Private arrangement	YES ■ 43
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	YES ■ 37
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES ■ 48, 63, 66

Agency 10 continued...

█	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
67	1954	18/02/2019	YES	1966	-		F	N	
68	1969	08/02/2019	NO	NO	27	Letter on file	M	Y	Suggestive of private placement with sister (unknown). Outcome of child unknown.
69	1953	15/02/2019	USA ADOPTION	USA ADOPTION	-		M	Y	No docs on file
70	1969	20/02/2019	YES	1970	-		M	N	
71	1961	20/12/2019	UNKNOWN	UNKNOWN	-		M	N	outcome of child unknown
72	1959	02/02/2019	YES	1964	-		F	N	
73	1967	20/02/2019	YES	UNKNOWN	-		M	N	
74	1953	15/02/2019	UNKNOWN	UNKNOWN	-		F	N	Unknown where child went
75	1955	08/02/2019	YES	1961	-		F	N	
76	1969	11/02/2019	YES	1970	-		F	N	
77	1956	11/02/2019	UNKNOWN	UNKNOWN	-		F	N	Docs on file
78	1959	18/02/2019	NO	NO	-		M	N	child went home.
79	1969	20/02/2019	UNKNOWN	UNKNOWN	-		F	N	No correspondence from █ but adoption mentioned
80	1967	20/02/2019	YES	1968	-		F	N	
81	1962	18/02/2019	YES	1963	-		M	N	
82	1966	18/02/2019	YES		-		F	N	
83	1968	20/02/2019	YES	1969	-		F	N	
84	1963	18/02/2019	YES	1964	-		M	N	
85	1956	18/02/2019	YES	1958	-		F	N	
86	1966	18/02/2019	YES	1968	-		F	N	
87	1965	18/02/2019	UNKNOWN	UNKNOWN	-		M	N	
88	1956	18/02/2019	YES		-		M	N	USA Adoption order is on file
89	1965	18/02/2019	YES	1966	-		M	N	
90	1958	14/02/2019	NO	NO	-		M	N	
91	1955	14/02/2019	US ADOPTION		27	█ American file	M	Y	Suggestive of private arrangement. No evidence of the adoption on file, placed with PAP's of same surname.
92	1961	14/02/2019	YES	1963	27	Admission register	F	N	Suggestive of home birth
93	1967	14/02/2019	YES	1967	-		M	N	
94	1964	15/02/2019	YES	1968			M	N	
95	1959	15/02/2019	UNKNOWN	1967	-		F	N	Adoption ledger states Adoption granted █
96	1954	15/02/2019	UNKNOWN	1960	-		F	N	
97	1957	18/02/2019	NO	NO	-		M	N	
98	1963	15/02/2019	YES	1964	-		F	N	

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES ■ 68, 91 & 92

Agency 14

■	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
99	1973	09/01/2019	UNKNOWN	UNKNOWN	25	case notes	F	N	-
100	1969	20/12/2018	YES	1970	-	-	F	N	-
101	1970	20/12/2018	YES	1971	-	-	F	N	-
102	1964	14/01/2019	YES	1965	-	-	M	N	-
103	1966	09/01/2019	YES	1967	27, 7	case notes	F	Y	Suggestive of unlawful adoption. Consent may have been forged
104	1966	14/01/2019	NO	NO	27	File- buff colour	M	Y	Suggestive of defacto adoption. ■ stated no details of adoption.
105	1978	14/01/2019	YES	UNKNOWN	25	Post placement report	M	N	-
106	1973	14/01/2019	UNKNOWN	UNKNOWN	-	-	M	N	-
107	1959	14/01/2019	YES	1965	-	-	F	N	-
108	1965	09/01/2019	YES	1967	-	-	F	N	-
109	1973	09/01/2019	UNKNOWN	UNKNOWN	-	-	M	N	-
110	1964	10/01/2019	YES	1965	-	-	M	N	-
111	1971	09/01/2019	YES	1972	-	-	F	N	-
112	1976	09/01/2019	YES	1977	-	-	M	N	-
113	1975	09/01/2019	UNKNOWN	UNKNOWN	-	-	M	N	-
114	1976	10/01/2019	YES	1977	-	-	F	N	-
115	1967	09/01/2019	YES	1973	1, 7, 25,	Letter from ■ & case notes	F	Y	Child has 3 markers, was noted as born at the adopters address
116	1974	14/01/2019	UNKNOWN	UNKNOWN	-	-	F	N	-
117	1966	14/01/2019	YES	1967	-	-	M	N	-
118	1971	09/01/2019	YES	1972	25	case notes	M	N	-
119	1967	10/01/2019	YES	1968	-	-	M	N	-
120	1975	09/01/2019	UNKNOWN	UNKNOWN	-	-	F	N	-
121	1973	09/01/2019	UNKNOWN	UNKNOWN	-	-	F	N	-
122	1970	10/01/2019	YES	1971	-	-	F	N	-
123	1968	09/01/2019	UNKNOWN	UNKNOWN	-	-	M	N	-
124	1970	10/01/2019	YES	1971	-	-	M	N	-
125	1980	10/01/2019	UNKNOWN	UNKNOWN	-	-	M	N	-
126	1978	20/12/2018	UNKNOWN	UNKNOWN	-	-	M	N	-
127	1988	14/01/2019	YES	1988	-	-	F	N	-
128	1983	09/01/2019	YES	1984	25	case notes	M	N	-

Markers		
1	Private placement	YES ■ 115
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	YES ■ 103 & 115
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	YES ■ 99, 105, 115, 118 & 128
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES ■ 103, 104

Agency 18

■	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
129	1972	07/01/2019	YES	UNKNOWN	-	-	F	N	-
130	1967	03/01/2019	UNKNOWN	UNKNOWN	-	-	M	N	-
131	1973	07/01/2019	YES	1974	-	-	M	N	-
132	1963	07/01/2019	YES		-	-	M	N	-
133	1977	03/01/2019	UNKNOWN	UNKNOWN	-	-	M	N	Very limited information. Unknown if the child was adopted.
134	1977	04/01/2019	YES	1978	-	-	F	N	-
135	1976	04/01/2019	YES	1977	-	-	M	N	-
136	1975	20/12/2018	YES	1977	-	-	F	N	-
137	1974	03/01/2019	YES	1975	-	-	F	N	-
138	1980	07/01/2019	YES	1990	-	-	F	N	-
139	1983	03/01/2019	YES	1984	-	-	M	N	-
140	1959	04/01/2019	YES	1965	-	-	M	N	-
141	1989	03/01/2019	YES	1990	-	-	F	N	-
142	1987	03/01/2019	YES	1988	-	-	M	N	-
143	1989	04/01/2019	YES	1995	27	SW Case notes	F	N	Suggestive of family arrangement
144	1977	03/01/2019	YES	1976	-	-	F	N	-
145	1985	04/01/2019	UNKNOWN	UNKNOWN	-	-	F	N	-
146	1986	07/01/2019	YES	1987	-	-	M	N	-
147	1991	20/12/2018	YES	1992	-	-	F	N	-
148	1984	04/01/2019	YES	1985	-	-	M	N	-
149	1988	04/01/2019	YES	1989	-	-	M	N	-
150	1979	04/01/2019	YES	1997	-	-	M	N	Child adopted post 18th birthday
151	1990	03/01/2019	YES	1990	-	-	M	N	-
152	1987	07/01/2019	YES	1989	-	-	F	N	-
153	1991	20/12/2018	YES	1991	-	-	F	N	-
154	1993	03/01/2019	YES	1994	-	-	F	N	-
155	1992	04/01/2019	YES	1993	-	-	M	N	-
156	1995	04/01/2019	YES	1996	-	-	F	N	-
157	1995	20/12/2018	YES	1995	-	-	F	N	-
158	1992	04/01/2019	YES	1993	-	-	M	N	-

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES ■ 143

Agency 16

█	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
129	1971	10/12/2018	YES	1972	-	-	M	N	-
130	1975	10/12/2018	YES	1975	-	-	F	N	-
131	1968	10/12/2018	YES	1971	-	-	F	N	-
132	1973	10/12/2018	YES	1974	-	-	F	N	-
133	1968	10/12/2018	YES	1976	1, 27	█ Acknowledgement slip. Non standard consent form. Letter from G.P	M	Y	Suggestive of unlawful adoption
134	1971	10/12/2018	YES	1972	-	-	F	N	-
135	1972	10/12/2018	YES	1974	-	-	F	N	-
136	1972	10/12/2018	YES	1973	-	-	F	N	-
137	1976	10/12/2018	YES	1977	-	-	F	N	Adoptee lived a deprived life and paid 20 pound for tracing in █
138	1957	10/12/2018	YES	1978	27	Agency 1 record sheets.	M	N	Suggestive of unlawful adoption and put away. Adopted at █ years old. No evidence of consent
139	1963	10/12/2018	YES	1975	27	File Case notes	F	N	Suggestive of placed directly at birth. Pap's not assessed
140	1968	10/12/2018	YES	1975	27	Not recorded	M	Y	Suggestive of private placement. Brought to UK by BM. Query re incest
141	1975	10/12/2018	YES	1976	27	File case notes	M	Y	Suggestive of unlawful adoption. Forced adoption. B.M 14.5 years. Incorrect DOB on consent form
142	1975	10/12/2018	YES	1976	27	File records	M	Y	Suggestive of direct adoption. Adoption completed in less than 4 months
143	1966	10/12/2018	YES	1967	-	-	F	N	Unhappy adoption
144	1968	17/12/2018	YES	1971	-	-	F	N	-
145	1954	17/12/2018	YES	1965	13, 27	Registration book	M	Y	Suggestive amended registration and private placement. Childs name was changed at 12 on his birth cert. Unhappy adoption. Adoptive mother took insurance policy out on child.
146	1967	17/12/2018	YES	1968	-	-	M	N	There is a suggestion on file that the birthmother could not be found to give her consent to the adoption. Child aged 13 when adopted by fosterers.
147	1966	18/12/2018	UNKNOWN	UNKNOWN	-	-	M	N	Mother had mental health issues. Date of adoption order was recorded on the file. No order.
148	1972	17/12/2018	YES	1975	27	File	F	N	Suggestive of unlawful adoption. (child of marriage)
149	1968	17/12/2018	YES	1971	-	-	M	N	No evidence of pap's assessment recorded.
150	1968	17/12/2018	YES	1970	-	-	M	N	█ records has DOB out by one day
151	1969	18/12/2018	YES	1970	22, 25, 27	-	M	Y	Suggestive of private placement. Incorrect order of child's birth name and incorrect year of birth.
152	1965	17/12/2018	YES	1971	-	-	F	N	-
153	1956	17/12/2018	YES	1965	27	-	F	N	Suggestive of an unlawful adoption. When the birthmother returned for her child at 16 as told by █ she was told that her daughter died from pneumonia aged 14. Child was adopted. Mother stayed close by until the child would be 16.
154	1963	17/12/2018	YES	1968	12, 13, 15, 27	-	F	N	Suggestive of Incorrect registration. Mother gave false names, birth cert amended 2 years later by statutory declaration.
155	1991	17/12/2018	YES	1992	-	-	F	N	-
156	1978	19/03/2019	YES	1979	-	-	F	N	-
157	1983	19/03/2019	YES	1984	-	-	M	N	-
158	1987	19/03/2019	YES	1988	-	-	M	N	-

Markers		
1	Private placement	YES ■ 133
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	YES ■ 154
13	Wrongful registration	YES ■ 145 & 154
14	Illegal registration	-
15	Incorrect birth registration	YES ■ 154
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	YES ■ 151
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	YES ■ 151
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES ■ 133, 138, 139, 140, 141, 142, 145, 148, 151, 153 & 154

Agency 22

Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues	
31	1953	2/5/2019	UNKNOWN	N/A	-	-	F	N	Forward Location of child unknown, presumed returned home
32	1953	2/5/2019	UNKNOWN	N/A	-	-	M	N	Forward Location of child unknown, presumed returned home
33	1953	2/5/2019	UNKNOWN	N/A	-	-	F	N	Forward Location of child unknown, presumed returned home
34	1953	10/01/2019	UNKNOWN	N/A	-	-	F	N	Forward Location of child unknown, presumed returned home
35	1954	10/01/2019	UNKNOWN	N/A	-	-	M	N	Forward Location of child unknown, presumed returned home
36	1955	10/01/2019	UNKNOWN	N/A	-	-	F	N	Forward Location of child unknown, presumed returned home
37	1955	10/01/2019	UNKNOWN	N/A	-	-	M	N	Forward Location of child unknown, presumed returned home
38	1955	10/01/2019	UNKNOWN	N/A	-	-	F	N	Forward Location of child unknown, presumed returned home
39	1955	10/01/2019	UNKNOWN	N/A	-	-	F	N	Forward Location of child unknown, presumed returned home
40	1956	10/01/2019	UNKNOWN	N/A	-	-	F	N	Forward Location of child unknown, presumed returned home
41	1956	10/01/2019	UNKNOWN	N/A	-	-	M	N	Forward Location of child unknown, presumed returned home
42	1957	10/01/2019	UNKNOWN	N/A	-	-	M	N	Forward Location of child unknown, presumed returned home
43	1957	10/01/2019	UNKNOWN	N/A	-	-	F	N	Forward Location of child unknown, presumed returned home
44	1958	10/01/2019	UNKNOWN	N/A	-	-	M	N	Forward Location of child unknown, presumed returned home
45	1958	14/01/2019	UNKNOWN	N/A	-	-	M	N	Forward Location of child unknown, presumed returned home
46	1958	14/01/2019	UNKNOWN	N/A	-	-	M	N	Forward Location of child unknown, presumed returned home
47	1959	14/01/2019	UNKNOWN	N/A	27	Register 12	M	N	Suggestive of placed directly at/ from birth Forward Location of child unknown, presumed returned home
48	1959	14/01/2019	UNKNOWN	N/A	-	-	M	N	Forward Location of child unknown, presumed returned home
49	1959	14/01/2019	UNKNOWN	N/A	-	-	F	N	Forward Location of child unknown, presumed returned home
50	1960	14/01/2019	UNKNOWN	N/A	-	-	M	N	Forward Location of child unknown, presumed returned home
51	1960	14/01/2019	UNKNOWN	N/A	-	-	F	N	Forward Location of child unknown, presumed returned home
52	1960	14/01/2019	UNKNOWN	N/A	-	-	M	N	Forward Location of child unknown, presumed returned home
53	1960	14/01/2018	UNKNOWN	N/A	-	-	M	N	Forward Location of child unknown, presumed returned home
54	1961	14/01/2019	UNKNOWN	N/A	-	-	M	N	Forward Location of child unknown, presumed returned home
55	1961	14/01/2019	UNKNOWN	N/A	-	-	M	N	Forward Location of child unknown, presumed returned home
56	1961	21/02/2019	UNKNOWN	N/A	-	-	M	N	Forward Location of child unknown, presumed returned home
57	1962	21/02/2019	UNKNOWN	N/A	-	-	M	N	Forward Location of child unknown, presumed returned home
58	1965	21/02/2019	UNKNOWN	N/A	-	-	F	N	Forward Location of child unknown, presumed returned home
59	1965	21/02/2019	UNKNOWN	N/A	-	-	F	N	Forward Location of child unknown, presumed returned home
60	1966	21/02/2019	UNKNOWN	N/A	27	Register 13	M	N	Suggestive of placed directly at/ from birth Forward Location of child unknown, presumed returned home

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES [REDACTED] 47 & 60

Agency 29

■	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
159	1953	15/01/2019	YES	1966	-		M	N	
160	1966	25/03/2019	YES	1967	-		F	N	
161	1957	26/02/2019	YES	1967	27	letter from ■■■■■	F	N	Suggestive of a direct placement and an incorrect registration. Extra marital affair, mother used maiden name.
162	1958	13/12/2018	YES	1961	-	-	F	N	-
163	1959	13/12/2018	YES	1967	-	-	F	N	-
164	1962	13/12/2018	YES	1974	-	-	M	N	-
165	1964	24/01/2019	YES	1967	-	-	M	N	-
166	1964	13/12/2018	YES	1966	-	-	F	N	-
167	1966	24/01/2019	YES	1967	-	-	F	N	-
168	1966	17/12/2018	YES	1967	-	-	M	N	-
169	1968	17/12/2018	YES	1969	-	-	M	N	-
170	1968	16/01/2019	YES	1968	-	-	M	N	-
171	1970	17/12/2018	YES	1970	-	-	M	N	-
172	1970	17/12/2018	YES	1970	-	-	F	N	-
173	1970	17/12/2018	YES	1971	-	-	F	N	-
174	1971	17/12/2018	YES	1972	-	-	F	N	-
175	1971	17/12/2018	YES	1972	-	-	F	N	-
176	1971	17/12/2018	YES	1981	-	-	F	N	-
177	1972	17/12/2018	YES	1974	-	-	M	N	-
178	1973	17/12/2018	YES	1953	-	-	M	N	-
179	1973	17/12/2018	YES	1974	-	-	F	N	-
180	1974	18/12/2018	YES	1975	-	-	M	N	-
181	1975	18/12/2018	YES	1976	-	-	F	N	-
182	1976	18/12/2018	YES	1977	-	-	M	N	-
183	1976	19/12/2018	YES	1977	-	-	M	N	-
184	1973	24/01/2019	YES	1974	27	case notes	M	Y	Suggestive of illegal adoption. BM states "did not sign consent".
185	1980	19/12/2018	YES	1981	-		M	N	
186	1985	07/01/2019	YES	1987	-		M	N	
187	1996	02/5/2019	YES	1998	-		F	N	
188	1994	20/12/2018	YES	1995	-		F	N	

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES ■ 161 & 184

Agency 28

■	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
1	1963	10/01/2019	UNKNOWN	UNKNOWN	-	N/A	F	N	■
2	1953	10/01/2019	NO	NO	-	N/A	F	N	Unknown where the child went
3	1954	10/01/2019	UNKNOWN	UNKNOWN	-	N/A	F	N	Unknown where the child went
4	1955	17/01/2019	UNKNOWN	UNKNOWN	-	N/A	F	N	-
5	1954	10/01/2019	UNKNOWN	UNKNOWN	-	N/A	M	N	-
6	1957	17/01/2019	YES	1966	-	N/A	M	N	-
7	1961	29/01/2019	YES	1967	-	N/A	F	N	-
8	1965	17/01/2019	NO	NO	-	N/A	F	N	-
9	1969	16/01/2019	YES	1970	-	N/A	F	N	-
10	1970	16/01/2019	YES	1971	-	N/A	M	N	-
11	1954	16/01/2019	YES	1959	-	N/A	M	N	-
12	1954	17/01/2019	UNKNOWN	UNKNOWN	-	N/A	M	N	-
13	1957	10/01/2019	UNKNOWN	UNKNOWN	-	N/A	F	N	-
14	1966	16/01/2019	YES	1972	-	N/A	F	N	-
15	1962	10/01/2019	UNKNOWN	UNKNOWN	-	N/A	M	N	-
16	1967	16/01/2019	NO	NO	-	N/A	M	Y	Reference to de facto placement in ■ register.
17	1967	16/01/2019	NO	NO	-	N/A	M	Y	Reference to de facto placement in ■ register.
18	1961	10/01/2019	UNKNOWN	UNKNOWN	-	N/A	M	N	-
19	1968	10/01/2019	UNKNOWN	UNKNOWN	-	N/A	F	N	-
20	1966	10/01/2019	UNKNOWN	UNKNOWN	-	N/A	F	N	-
21	1962	10/01/2019	UNKNOWN	UNKNOWN	-	N/A	F	N	-
22	1969	10/01/2019	UNKNOWN	UNKNOWN	-	N/A	M	N	-
23	1969	17/01/2019	UNKNOWN	UNKNOWN	-	N/A	F	N	-
24	1968	10/01/2019	UNKNOWN	UNKNOWN	-	N/A	M	N	-
25	1967	16/01/2019	UNKNOWN	UNKNOWN	-	N/A	F	N	-
26	1965	10/01/2019	UNKNOWN	UNKNOWN	-	N/A	F	N	Family group home
27	1982	17/01/2019	YES	1984	-	N/A	M	N	-
28	1983	16/01/2019	UNKNOWN	UNKNOWN	-	N/A	F	N	■ pre adoptive placement- no evidence of adoption
29	1985	17/01/2019	YES	1985	-	N/A	M	N	-
30	1985	17/01/2019	YES	1986	-	N/A	M	N	-

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	-

Agency 1

█	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
31	1953	27/02/2019	UNKNOWN	UNKNOWN	-	N/A	M	N	-
32	1953	27/02/2019	UNKNOWN	UNKNOWN	-	N/A	F	N	Referred to █ but applicants resident in USA
33	1953	27/02/2019	UNKNOWN	UNKNOWN	-	N/A	M	N	-
34	1954	27/02/2019	UNKNOWN	UNKNOWN	-	N/A	M	N	-
35	1954	27/02/2019	UNKNOWN	UNKNOWN	27	█ File - "note"	M	N	Suggestive of private placement. Maternal grandparents arranged for child to go to UK under care of █, who it is stated was to make arrangements for the child
36	1954	27/02/2019	NO	NO	-	N/A	M	N	-
37	1955	27/02/2019	YES	-	-	N/A	F	N	-
38	1955	27/02/2019	YES	-	-	N/A	F	N	-
39	1955	27/02/2019	YES	-	-	N/A	M	N	-
40	1956	27/02/2019	YES	1956	-	█ File	Unknown	Y	Died five days after Adoption Order was made
41	1956	27/02/2019	UNKNOWN	UNKNOWN	-	█	M	N	B.M paid for child's care for 5 months after his death. One pound per week.
42	1956	27/02/2019	UNKNOWN	UNKNOWN	-	N/A	M	N	Unknown where the child went
43	1957	27/02/2019	YES	1958	-	N/A	F	N	-
44	1957	27/02/2019	YES	1958	-	N/A	F	N	-
45	1957	27/02/2019	YES	1959	-	N/A	M	N	Reference to USA Decree of Adoption
46	1958	27/02/2019	YES	1959	-	N/A	F	N	-
47	1958	27/02/2019	YES	1959	-	N/A	F	N	-
48	1958	27/02/2019	NO	NO	-	N/A	F	Y	Child went home with parents one year after birth (parents married) one year after the birth. Parents used assumed names
49	1959	27/02/2019	YES	1961	-	N/A	M	N	-
50	1959	27/02/2019	YES	1960	27	█ File	F	Y	Suggestive of incorrect registration, Childs Birth Cert. had incorrect surname. Mothers surname false. Mother used false name on all correspondence. The adoption order also made with wrong surname.
51	1959	27/02/2019	UNKNOWN	UNKNOWN	-	N/A	F	N	Usa Adoption - unknown outcome
52	1957	27/02/2019	YES	1963	-	N/A	F	N	-
53	1960	27/02/2019	YES	1961	-	█ File	F	N	-
54	1960	27/02/2019	YES	1961	-	N/A	M	N	-
55	1961	27/02/2019	YES	1963	-	N/A	M	N	-
56	1961	27/02/2019	NO	-	-	N/A	F	Y	Child went home to parents as parents later married. Assumed name used for child in █
57	1961	27/02/2019	YES	1962	-	N/A	M	N	-
58	1962	27/02/2019	YES	1963	-	N/A	M	N	-
59	1962	27/02/2019	YES	1963	-	N/A	M	N	-
60	1962	27/02/2019	YES	1963	27	█ File	M	Y	Suggestive of incorrect registration. Child known as another name but not adopters name.
61	1963	27/02/2019	YES	1966	-	N/A	M	N	-
62	1963	27/02/2019	YES	1964	-	N/A	F	N	-
63	1963	27/02/2019	UNKNOWN	-	-	N/A	M	N	Gone to █
64	1964	27/02/2019	YES	1965	-	N/A	M	N	-
65	1964	27/02/2019	NO	-	27	█ application form	F	Y	Suggestive of an incorrect registration. "assumed name" written on █ application form. Birth registered in assumed name. No evidence child registered in Adoptive parents names
66	1964	27/02/2019	YES	1965	-	N/A	M	N	-

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES [REDACTED] 35, 50, 60 & 65

Agency 1 continued...

█	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
67	1965	27/02/2019	YES	1966	-	N/A	F	N	-
68	1965	27/02/2019	YES	1968	-	N/A	F	N	-
69	1966	27/02/2019	YES	1967	-	N/A	F	N	-
70	1966	27/02/2019	YES	1967	-	N/A	F	N	-
71	1967	27/02/2019	YES	1968	-	N/A	F	N	-
72	1967	27/02/2019	YES	1968	-	N/A	M	N	Mother was 14 years & B/F aged 15 years. No name for B/F
73	1968	27/02/2019	YES	1969	-	N/A	F	N	-
74	1968	27/02/2019	YES	1969	-	N/A	M	N	-
75	1969	27/02/2019	YES	1970	-	N/A	F	N	-
76	1969	27/02/2019	YES	1970	27	█ File	F	Y	Suggestive of an unlawful adoption. Query re capacity to consent. consent may have been forged.
77	1970	27/02/2019	YES	1971	-	N/A	F	N	-
78	1970	27/02/2019	YES	1971	-	N/A	M	N	Query re capacity to consent.
79	1971	27/02/2019	YES	1971	-	N/A	F	N	-
80	1971	27/02/2019	YES	1972	-	N/A	M	N	-
81	1972	27/02/2019	YES	1973	-	N/A	F	N	-
82	1972	27/02/2019	YES	1974	-	N/A	F	N	█ contacted the Garda sergeant in relation to not being able to get adoption consent
83	1973	27/02/2019	YES	1973	-	N/A	M	N	-
84	1973	27/02/2019	YES	1974	-	N/A	M	N	-
85	1974	27/02/2019	YES	1974	27	█ File	M	N	Suggestive of amended registration. Original birth cert. had no first name for baby this was later corrected.
86	1974	27/02/2019	YES	1974	-	N/A	M	N	-
87	1961	27/02/2019	YES	UNKNOWN	-	N/A	M	N	Usa Adoption-adoption order is on file
88	1962	27/02/2019	YES	1963	27	█ reference and index card	M	Y	Suggestive of incorrect registration. Child using false name but not that of the adopters.
89	1977	27/02/2019	YES	1980	27	N/A	M	N	Suggestive of private placement.
90	1977	27/02/2019	YES	1979	-	N/A	M	N	-
91	1981	27/02/2019	NO	N/A	-	N/A	F	N	Child went home
92	1982	27/02/2019	YES	1984	-	N/A	M	N	-
93	1984	27/02/2019	NO	N/A	-	N/A	M	N	Child went home
94	1986	27/02/2019	NO	N/A	-	N/A	M	N	-
95	1988	27/02/2019	YES	1989	-	N/A	F	N	-
96	1990	27/02/2019	YES	1991	-	N/A	M	N	-
97	1992	27/02/2019	YES	1992	-	N/A	F	N	-
98	1994	27/02/2019	YES	1996	-	N/A	M	N	-

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES ■ 76, 85, 88 & 89

Agency 26

█	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
31	1959	25-Feb-19	YES	1966	-	-	M	N	-
32	1953	25-Feb-19	NO	N/A	-	-	F	N	-
33	1953	25-Feb-19	NO	N/A	-	-	M	N	-
34	1954	26-Feb-19	UNKNOWN	N/A	-	-	M	N	-
35	1969	26-Feb-19	NO	N/A	-	-	M	N	-
36	1960	25-Feb-19	UNKNOWN	N/A	-	-	M	N	-
37	1954	25-Feb-19	UNKNOWN	N/A	-	-	M	N	-
38	1972	26-Feb-10	YES	1980	-	-	F	N	-
39	1961	27-Feb-19	NO	N/A	-	-	M	N	-
40	1957	25-Feb-19	NO	N/A	-	-	M	N	-
41	1953	25-Feb-19	UNKNOWN	N/A	-	-	M	N	Serious allegations by birth mother reported to the gardai
42	1954	22-Feb-19	NO	N/A	-	-	M	N	-
43	1953	22-Feb-19	YES	1959	-	-	F	N	-
44	1954	22-Feb-19	NO	N/A	-	-	M	N	-
45	1962	26-Feb-19	UNKNOWN	N/A	-	-	M	N	-
46	1963	25-Feb-19	NO	N/A	-	-	M	N	-
47	1971	28-Feb-19	NO	N/A	-	-	M	N	-
48	1973	21-Feb-19	UNKNOWN	N/A	-	-	M	N	-
49	1984	05-Mar-19	UNKNOWN	N/A	-	-	M	N	-
50	1980	27-Feb-19	NO	N/A	-	-	M	N	-
51	1987	27-Feb-19	NO	N/A	-	-	M	N	-
52	1977	26-Feb-19	UNKNOWN	N/A	27	█ form	M	Y	Suggestive of a private arrangement short term. Child returned to family eventually. 3 DOB's on file.
53	1964	26-Feb-69	NO	N/A	-	-	F	N	-
54	1967	26-Feb-19	YES	1975	-	-	F	N	-
55	1972	26-Feb-19	NO	N/A	-	-	F	N	-
56	1972	26-Feb-19	NO	N/A	-	-	F	N	-
57	1968	26-Feb-19	NO	N/A	-	-	M	N	-
58	1969	26-Feb-19	NO	N/A	-	-	F	N	-
59	1965	26-Feb-19	NO	N/A	-	-	M	N	-
60	1954	26-Feb-19	UNKNOWN	N/A	-	-	F	N	-

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES [REDACTED] 52

Agency 27

Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues	
1	1956	25-Feb-19	UNKNOWN	N/A	-	-	M	N	-
2	1968	27-Feb-19	NO	N/A	-	-	M	N	-
3	1972	25-Feb-19	UNKNOWN	N/A	-	-	F	N	-
4	1958	26-Feb-19	NO	N/A	27	File	F	Y	Suggestive of an incorrect registration. No adoption order, child later died in an accident.
5	1975	05-Feb-19	UNKNOWN	N/A	-	-	M	Y	DOB- over 1 year out
6	1957	26-Feb-19	NO	N/A	-	-	F	N	Child went home
7	1954	26-Feb-19	UNKNOWN	N/A	-	-	M	N	-
8	1960	25-Feb-19	YES	1963	-	-	F	N	-
9	1960	06-Feb-19	UNKNOWN	N/A	27	File	F	N	Suggestive of family arrangement.
10	1960	06-Feb-19	UNKNOWN	N/A	-	-	F	N	-
11	1960	25-Feb-19	YES	1961	-	-	M	N	-
12	1954	25-Feb-19	UNKNOWN	N/A	27	Official letters	M	Y	Suggestive of private arrangement. 2 letters on file referring to foster carers claim that the child was 'handed over' and given to her.
13	1962	05-Feb-19	UNKNOWN	N/A	-	-	F	N	-
14	1962	06-Feb-19	UNKNOWN	N/A	27	██████████ file	M	N	Suggestive of family arrangement
15	1960	22-Feb-19	NO	N/A	-	-	M	N	-
16	1975	05-Feb-19	YES	1981	-	-	M	N	-
17	1955	26-Feb-19	YES	UNKNOWN	-	-	F	N	-
18	1959	25-Feb-19	YES	1965	-	-	M	N	-
19	1958	26-Feb-19	NO	N/A	-	-	F	N	-
20	1954	25-Feb-19	UNKNOWN	N/A	27	File	F	N	Suggestive of family arrangement arranged by mother..
21	1959	25-Feb-19	YES	1970	-	-	M	N	-
22	1969	26-Feb-19	NO	N/A	3, 27	██████████ file	M	N	Suggestive of family arrangement
23	1957	26-Feb-19	NO	N/A	12, 27	██████████ docs	M	N	Amended to insert forename.
24	1962	25-Feb-19	UNKNOWN	N/A	-	-	M	N	-
25	1953	25-Feb-19	UNKNOWN	N/A	-	-	M	N	-
26	1961	26-Feb-19	NO	N/A	3, 27	File	F	N	Suggestive of a family arrangement
27	1979	05-Mar-19	UNKNOWN	N/A	-	-	F	N	-
28	1984	05-Mar-19	UNKNOWN	N/A	-	-	F	N	-
29	1987	26-Feb-19	YES	1988	-	-	M	N	-
30	1990	05-Mar-19	UNKNOWN	N/A	-	-	M	N	-

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	YES [REDACTED] 22 & 26
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	YES [REDACTED] 23
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES [REDACTED] 4, 9, 12, 14, 20, 22, 23 & 26

Agency 2

█	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
1	1957	08/01/2019	YES	1959	-	-	M	N	-
2	1958	08/01/2019	YES	1961	-	-	M	N	-
3	1958	08/01/2019	YES	1960	-	-	M	N	-
4	1959	09/01/2019	YES	1960	-	-	F	N	-
5	1959	09/01/2019	YES	1961	-	-	M	N	DOB one day out
6	1964	08/01/2019	YES	1965	-	-	F	N	-
7	1967	09/01/2019	YES	1968	27	Consent to adoption form. █ file. █ mothers card	F	N	Suggestive of incorrect Registration. Childs birth registered in mothers false second name
8	1968	09/01/2019	YES	1970	-	-	F	N	-
9	1970	15/01/2019	YES	1971	-	-	F	N	-
10	1970	15/01/2019	YES	1971	-	-	M	N	-
11	1971	15/01/2019	YES	1972	-	-	F	N	-
12	1972	08/01/2019	YES	1972	-	-	M	N	-
13	1973	08/01/2019	YES	1973	-	-	F	N	-
14	1974	08/01/2019	YES	1975	-	-	F	N	-
15	1975	09/01/2019	YES	1976	-	-	M	N	-
16	1976	10/01/2019	YES	1977	-	-	F	N	-
17	1976	09/01/2019	YES	1977	-	-	F	N	-
18	1973	09/01/2019	YES	1978	-	-	M	N	-
19	1972	09/01/2019	YES	1973	-	-	M	N	-
20	1970	21/02/2019	YES	1971	12, 27	File	F	N	Suggestive of unlawful adoption. False Name of BM used to register the child, this was later changed. Child result of extra marital relationship.
21	1968	16/01/2019	YES	1969	-	-	F	N	-
22	1966	12/12/2019	YES	1969	-	-	F	N	-
23	1964	12/12/2019	YES	1976	27	█ Children card, █ adoption file	M	N	Suggestive of incorrect registration. DOB is one week out in one place on file.
24	1959	10/01/2019	YES	1964	-	-	M	N	-
25	1958	08/01/2019	YES	1961	-	-	F	N	-
26	1954	25/02/2019	YES	1960	-	-	F	N	-
27	1977	08/01/2019	YES	1978	-	-	M	N	-
28	1984	11/01/2019	YES	1985	-	-	M	N	-
29	1988	22/02/2019	YES	1989	-	-	F	N	-
30	1990	14/01/2019	YES	1991	-	-	F	N	DOB one year out

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Registration	-
12	Amended registration	YES [REDACTED] 20
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES [REDACTED] 7, 20 & 23

Agency 19

■	Year of Record	Date of file review	Adoption Order Granted (If known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
159	1970	04/01/2019	YES	1971	25, 27	Case notes	M	N	Suggestive of direct placemet. Placed with PAP's from hospital but later adopted
160	1970	04/01/2019	YES	1971	25, 27	Case notes	M	N	Suggestive of direct placemet. Placed with PAP's from hospital but later adopted
161	1970	04/01/2019	YES	1974	27	Case notes	M	N	Suggestive of directly placed from birth. Placed with PAP's early but later adopted
162	1969	04/01/2019	YES	1970	25, 27	Case notes	F	N	Suggestive of directly placed from birth. Placed with PAP's early but later adopted
163	1968	04/01/2019	YES	1971	27	File heading	F	N	Suggestive of direct placement and home birth. Child placed with PAP's early but later adopted and born on arrival.
164	1968	04/01/2019	YES	1969	25	Case notes	F	N	Suggestive of directly placed from birth Placed with PAP's from hospital but later adopted
165	1969	04/01/2019	YES	1970	25	Old case notes	M	N	Placed with PAP's from hospital but later adopted
166	1968	04/01/2019	YES	1970	25	Noted on file "paper and documents for baby"	F	N	Placed with PAP's from hospital but later adopted
167	1970	04/01/2019	YES	1971	-	-	F	N	-
168	1969	04/01/2019	YES	1970	25	Document referring to adoptive parents	M	N	Placed with PAP's from hospital but later adopted
169	1970	04/01/2019	YES	1971	3, 25	Case notes	M	N	Suggestive of a family arrangement. Aunt and uncle took child and later adopted.
170	1965	04/01/2019	YES	1966	-	-	F	N	-
171	1967	04/01/2019	YES	1968	27	document on file	M	N	Suggestive of an unlawful adoption . The BM signed the receipt for the form 10 on the day child born
172	1964	04/01/2019	YES	1965	25	File	M	N	Placed with PAP's early but later adopted and born on arrival.
173	1971	04/01/2019	YES	1971	25, 27	Case notes	F	N	Suggestive of direct placement. Placed with PAP's from hospital but later adopted
174	1969	04/01/2019	YES	1969	25, 27	Case notes	M	N	Suggestive of direct placement. Placed with PAP's from hospital but later adopted
175	1970	04/01/2019	YES	1971	25, 27	Case notes	F	N	Suggestive of family arrangement. Placed with PAP's from hospital but later adopted
176	1968	04/01/2019	YES	1969	27	Case notes	M	N	Suggestive of directly placed from birth. Placed with PAP's early but later adopted
177	1969	04/01/2019	YES	1970	-	-	F	N	-
178	1967	04/01/2019	YES	1968	-	-	F	N	-
179	1969	04/01/2019	unknown	unknown	3, 25, 27	Case notes	M	Y	Suggestive of family arrangement. Placed with PAP's 6 days later. Not adopted.
180	1970	04/01/2019	YES	1971	27	Letter	M	N	Suggestive of directly placed from birth. Placed with PAP's early but later adopted
181	1969	04/01/2019	YES	1972	-	-	F	N	-
182	1969	04/01/2019	YES	1970	25, 27	letter on file	M	N	Suggestive of directly placed at/from birth. Placed with PAP's from hospital but later adopted
183	1966	04/01/2019	YES	1967	-	-	F	N	-
184	1966	04/01/2019	YES	1967	25	-	F	N	Placed with PAP's from hospital but later adopted
185	1967	04/01/2019	YES	1968	25, 27	File	F	N	Suggestive of direct placement. Placed with PAP's from hospital but later adopted
186	1967	04/01/2019	YES	1968	-	File	M	N	-
187	1969	04/01/2019	YES	1971	25, 27	File	F	N	Suggestive of family arrangement . Placed with PAP's from hospital but later adopted
188	1970	04/01/2019	YES	1972	25, 27	File	M	N	Suggestive of family arrangement . Placed with PAP's from hospital but later adopted

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	YES ■ 169 & 179
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	YES ■ 159, 160, 162, 164, 165, 166, 168, 169, 172, 173, 174, 175, 179, 182, 184, 185, 187, 188
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES ■ 159, 160, 161, 162, 163, 171, 173, 174, 175, 176, 179, 180, 182, 185, 187 & 188

Agency 8

■	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
1	1968	17/01/2019	YES	1970	-	-	M	N	-
2	1969	17/01/2019	YES	1970	6	Index card	F	N	-
3	1971	14/01/2019	YES	1972	21	■ card	M	N	-
4	1968	14/01/2019	YES	1969	-	-	F	N	-
5	1970	14/01/2019	YES	1971	-	-	F	N	-
6	1969	18/01/2019	YES	1970	-	-	M	N	-
7	1969	14/01/2019	YES	1970	27	Case Notes	F	Y	Suggestive of incorrect registration. Child has several alias'/ names
8	1975	18/01/2019	YES	1975	-	-	M	N	-
9	1974	14/01/2019	YES	1975	-	-	F	N	Allegation of rape.
10	1979	14/01/2019	YES	1979	-	-	F	N	-
11	1966	14/01/2019	YES	1967	-	-	F	N	-
12	1973	14/01/2019	YES	1974	-	-	M	N	-
13	1971	20/12/2018	YES	1972	-	-	F	N	-
14	1972	14/01/2019	YES	1972	-	-	M	N	-
15	1968	14/01/2019	YES	1969	-	-	F	N	-
16	1972	14/01/2019	YES	1973	-	-	F	N	-
17	1979	14/01/2019	YES	1980	-	-	M	N	-
18	1967	20/12/2018	YES	1968	-	-	F	N	-
19	1965	14/01/2019	YES	1967	-	-	F	N	-
20	1968	14/01/2019	Unknown	Unknown	-	-	M	N	-
21	1966	14/01/2019	YES	1968	-	-	F	N	-
22	1974	14/01/2019	YES	1975	-	-	F	N	-
23	1973	14/01/2019	YES	1974	-	-	F	N	-
24	1976	14/01/2019	Unknown	Unknown	-	-	M	N	-
25	1968	14/01/2019	YES	1969	-	-	F	N	-
26	1975	14/01/2019	YES	1976	-	-	F	N	-
27	1983	14/01/2019	YES	1984	-	-	M	N	-
28	1979	14/01/2019	YES	1980	-	-	M	N	-
29	1987	14/01/2019	YES	1989	-	-	M	N	-
30	1981	14/01/2019	YES	1982	-	-	F	N	-

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	YES ■ 2
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	YES ■ 3
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	YES ■ 7

Agency 13

█	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
99	1971	27/02/2019	UNKNOWN	UNKNOWN	-	N/A	M	N	-
100	1975	27/02/2019	YES	1976	-	N/A	F	N	-
101	1967	27/02/2019	YES	1969	-	N/A	F	N	-
102	1970	27/02/2019	YES	1973	-	N/A	F	N	-
103	1974	27/02/2019	YES	1976	-	N/A	M	N	-
104	1972	27/02/2019	YES	1974	-	N/A	M	N	-
105	1974	27/02/2019	YES	1974	-	N/A	F	N	-
106	1974	27/02/2019	YES	1974	-	-	F	N	DOB out by one day
107	1966	27/02/2019	YES	N/A	-	N/A	M	N	-
108	1976	27/02/2019	YES	1978	21	█	M	N	-
109	1969	27/02/2019	YES	1989	-	-	M	N	-
110	1970	27/02/2019	YES	1976	-	N/A	F	N	-
111	1975	27/02/2019	YES	1976	-	N/A	M	N	-
112	1976	27/02/2019	YES	1977	-	N/A	M	N	-
113	1972	27/02/2019	YES	1973	-	N/A	M	N	-
114	1972	27/02/2019	YES	1973	-	N/A	F	N	-
115	1973	27/02/2019	YES	1974	-	N/A	F	N	-
116	1974	27/02/2019	YES	1974	-	-	M	N	-
117	1974	27/02/2019	YES	1974	-	N/A	F	N	-
118	1966	27/02/2019	YES	1969	-	N/A	M	N	-
119	1967	27/02/2019	YES	1970	-	N/A	M	N	-
120	1975	27/02/2019	YES	1976	-	N/A	F	N	-
121	1976	27/02/2019	YES	1977	-	N/A	F	N	-
122	1976	27/02/2019	YES	1977	-	N/A	M	N	-
123	1969	27/02/2019	UNKNOWN	UNKNOWN	-	N/A	M	N	-
124	1976	27/02/2019	YES	1978	-	N/A	F	N	-
125	1994	27/02/2019	YES	1994	-	N/A	M	N	-
126	1989	27/02/2019	YES	1991	-	N/A	M	N	-
127	1985	27/02/2019	YES	1987	-	N/A	M	N	-
128	1992	27/02/2019	YES	1993	-	N/A	M	N	-

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	YES ■■■ - ■■■ 108
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	-

Agency 9

	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
1	1957	21/02/2019	YES	1966	-	-	M	N	-
2	1954	29/01/2019	YES	1975	-	-	F	N	-
3	1956	30/01/2019	YES	1965	-	-	M	N	-
4	1956	21/02/2019	YES	1967	-	-	M	N	-
5	1975	01/02/2019	YES	1976	-	-	M	N	-
6	1969	29/01/2019	YES	1970	-	-	F	N	-
7	1973	29/01/2019	YES	1974	-	-	F	N	-
8	1964	31/01/2019	YES	1966	-	-	M	N	-
9	1971	31/01/2019	YES	1973	-	-	F	N	-
10	1956	01/02/2019	YES	1963	-	-	M	N	-
11	1963	29/01/2019	YES	1963	-	-	F	N	-
12	1972	06/02/2019	YES	1973	-	-	F	N	-
13	1967	31/01/2019	YES	1968	-	-	F	N	-
14	1974	05/02/2019	YES	1975	-	-	M	N	-
15	1974	29/01/2019	YES	1974	-	-	F	N	-
16	1970	28/01/2019	YES	1971	-	-	M	N	-
17	1973	15/02/2019	YES	1974	-	-	M	N	-
18	1968	30/01/2019	YES	1969	-	-	F	N	-
19	1971	12.02.2019	YES	1974	-	-	M	N	-
20	1972	05/02/2019	YES	1973	-	-	M	N	-
21	1960	31/01/2019	YES	1960	-	-	M	N	-
22	1958	28/01/2019	YES	1961	-	-	F	N	-
23	1969	29/01/2019	YES	1974	-	-	F	N	-
24	1967	29/01/2019	YES	1973	-	-	M	N	-
25	1971	30/01/2019	YES	1972	-	-	F	N	-
26	1970	25/01/2019	YES	1971	-	-	F	N	-
27	1978	29/01/2019	YES	1979	-	-	M	N	-
28	1981	12/02/2019	YES	1982	-	-	M	N	-
29	1981	30/01/2019	YES	1983	-	-	M	N	-
30	1989	29/01/2019	UNKNOWN	UNKNOWN	2, 22	Case Notes	F	N	Private Family adoption

Markers		
1	Private placement	-
2	Private arrangement	YES [REDACTED] 30
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	YES [REDACTED] 30
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	-

Agency 17

	Year of Record	Date of file review	Adoption Order Granted (if known)	Year of Adoption Order	Marker Number	Location of Marker on record	Gender	Suspicious	Other Issues
1	1953	31/12/2018	UNKNOWN	UNKNOWN	-	-	M	Y	USA Adoption. No docs on file
2	1953	31/12/2018	UNKNOWN	UNKNOWN	-	-	M	N	Unknown where the child went
3	1953	31/12/2018	UNKNOWN	UNKNOWN	-	-	F	N	Unknown where the child went
4	1953	12/02/2019	UNKNOWN	UNKNOWN	-	-	M	N	Unknown where the child went.
5	1955	31/12/2018	UNKNOWN	UNKNOWN	-	-	Still birth	N	-
6	1957	09/01/2019	YES	1959	-	-	M	N	-
7	1957	31/12/2018	YES	1960	-	-	M	N	-
8	1957	31/12/2018	UNKNOWN	UNKNOWN	-	-	F	N	Unknown where the child went.
9	1958	31/12/2018	YES	1959	-	-	F	N	
10	1958	31/12/2018	UNKNOWN	UNKNOWN	-	-	M	N	unknown where child went
11	1962	31/12/2018	UNKNOWN	UNKNOWN	-	-	M	N	
12	1962	25/02/2019	YES	1964	-	-	F	N	
13	1964	08/01/2019	UNKNOWN	UNKNOWN	-	-	M	N	Child went home
14	1964	26/02/2019	UNKNOWN	UNKNOWN	-	-	F	N	Unknown where the child went
15	1964	25/02/2019	YES	1965	-	-	M	N	-
16	1965	08/01/2019	NO	NO	-	-	F	N	-
17	1966	10/01/2019	YES	1967	-	-	F	N	-
18	1967	25/02/2019	YES	1969	-	-	F	N	-
19	1967	25/02/2019	UNKNOWN	UNKNOWN	-	-	F	N	Unknown where the child went
20	1967	08/01/2019	NO	NO	-	-	F	N	Child went home
21	1968	25/02/2019	YES	1969	-	-	M	N	-
22	1968	11/02/2019	UNKNOWN	UNKNOWN	-	-	F	N	-
23	1968	12/02/2019	YES	1968	-	-	F	N	-
24	1968	25/02/2019	YES	1971	-	-	F	N	-
25	1968	25/02/2019	YES	1969	-	-	M	N	-
26	1970	12/02/2019	YES	1971	-	-	M	N	-
27	1969	12/02/2019	YES	1970	-	-	M	N	-
28	1970	11/02/2019	YES	1971	-	-	M	N	-
29	1970	25/02/2019	UNKNOWN	UNKNOWN	-	-	M	N	-
30	1970	25/02/2019	YES	1971	-	-	F	N	-

Markers		
1	Private placement	-
2	Private arrangement	-
3	Family arrangement	-
4	Discharged at/from birth	-
5	Directly placed from/at birth	-
6	Direct Placement	-
7	Home birth	-
8	Special care taken for private reasons	-
9	Put away	-
10	Double registration	-
11	Re-registration	-
12	Amended registration	-
13	Wrongful registration	-
14	Illegal registration	-
15	Incorrect birth registration	-
16	Direct registration	-
17	Unlawful registration	-
18	Adopted from birth	-
19	Adopted at birth	-
20	De-facto Adoption	-
21	Direct Adoption	-
22	Private adoption	-
23	Unlawful adoption	-
24	Illegal adoption	-
25	DOB and date of Adoption records as < 10 days apart	-
26	Wrongful Adoption	-
27	Not one of the agreed 26 markers but contains other wording suggestive of above	-

3.2 Summary of Data

Agency/Home	Total number of files reviewed	Adoption order on file	Male	Female	Private placement
Agency 1	68	52	37	30	0
Agency 2	30	30	13	17	0
Agency 3	30	29	14	16	0
Agency 4	68	57	32	36	0
Agency 5	30	29	12	18	0
Agency 6	30	27	20	10	0
Agency 7	30	29	15	15	0
Agency 8	30	28	12	18	0
Agency 9	30	29	16	14	0
Agency 10	68	35	36	32	0
Agency 11	30	25	19	11	0
Agency 12	30	21	18	12	0
Agency 13	30	28	18	12	0
Agency 14	30	19	16	14	1
Agency 15	68	52	26	42	0
Agency 16	30	29	14	16	1
Agency 17	30	15	15	14	0
Agency 18	30	27	15	15	0
Agency 19	30	29	15	15	0
Agency 20	30	2	16	14	0
Agency 21	23	0	6	5	0
Agency 22	30	0	18	12	0
Agency 23	30	0	20	10	0
Agency 24	29	0	17	12	0
Agency 25	30	1	22	8	0
Agency 26	30	4	21	9	0
Agency 27	30	7	17	13	0
Agency 28	30	9	14	16	0
Agency 29	30	30	15	15	0
Agency 30	30	2	16	14	0
Total	1044	645	561	469	2

Private arrangement	Family arrangement	Discharged at/from birth	Directly placed from/at birth	Direct Placement	Home birth	Special care taken for private reasons	Put away
0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0
0	0	0	0	0	1	0	0
0	0	0	0	0	0	0	0
0	0	0	1	0	0	0	0
1	0	0	0	0	0	0	0
1	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0
0	0	0	0	0	2	0	0
0	0	0	0	0	1	0	0
0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0
0	2	0	0	0	0	0	0
0	0	3	0	0	0	0	0
0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0
0	0	0	0	0	1	0	0
0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0
0	2	0	0	0	0	0	0
0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0
2	0	0	0	0	0	0	0
4	4	3	1	0	5	0	0

Agency/Home	Total number of files reviewed	Adoption order on file	Male	Female	Double registration
Agency 1	68	52	37	30	0
Agency 2	30	30	13	17	0
Agency 3	30	29	14	16	0
Agency 4	68	57	32	36	0
Agency 5	30	29	12	18	0
Agency 6	30	27	20	10	0
Agency 7	30	29	15	15	0
Agency 8	30	28	12	18	0
Agency 9	30	29	16	14	0
Agency 10	68	35	36	32	0
Agency 11	30	25	19	11	0
Agency 12	30	21	18	12	0
Agency 13	30	28	18	12	0
Agency 14	30	19	16	14	0
Agency 15	68	52	42	26	0
Agency 16	30	29	14	16	0
Agency 17	30	15	15	14	0
Agency 18	30	27	15	15	0
Agency 19	30	29	15	15	0
Agency 20	30	2	16	14	0
Agency 21	23	0	6	5	0
Agency 22	30	0	18	12	0
Agency 23	30	0	20	10	0
Agency 24	29	0	17	12	0
Agency 25	30	1	22	8	0
Agency 26	30	4	21	9	0
Agency 27	30	7	17	13	0
Agency 28	30	9	14	16	0
Agency 29	30	30	15	15	0
Agency 30	30	2	16	14	0
Total	1044	645	561	469	0

Re-registration	Amended registration	Wrongful registration	Illegal registration	Incorrect birth registration	Direct registration	Unlawful registration
0	0	0	0	0	0	0
0	1	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	1	0	0
0	1	2	0	1	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	1	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	3	2	0	2	0	0

Agency/Home	Total number of files reviewed	Adoption order on file	Male	Female	Adopted from birth
Agency 1	68	52	37	30	0
Agency 2	30	30	13	17	0
Agency 3	30	29	14	16	0
Agency 4	68	57	32	36	0
Agency 5	30	29	12	18	0
Agency 6	30	27	20	10	0
Agency 7	30	29	15	15	0
Agency 8	30	28	12	18	0
Agency 9	30	29	16	14	0
Agency 10	68	35	36	32	0
Agency 11	30	25	19	11	0
Agency 12	30	21	18	12	0
Agency 13	30	28	18	12	0
Agency 14	30	19	16	14	0
Agency 15	68	52	42	26	0
Agency 16	30	29	14	16	0
Agency 17	30	15	15	14	0
Agency 18	30	27	15	15	0
Agency 19	30	29	15	15	0
Agency 20	30	2	16	14	0
Agency 21	23	0	6	5	0
Agency 22	30	0	18	12	0
Agency 23	30	0	20	10	0
Agency 24	29	0	17	12	0
Agency 25	30	1	22	8	0
Agency 26	30	4	21	9	0
Agency 27	30	7	17	13	0
Agency 28	30	9	14	16	0
Agency 29	30	30	15	15	0
Agency 30	30	2	16	14	0
Total	1044	645	561	469	0

Agency/Home	Total number of files reviewed	Adoption order on file	Male	Female
Agency 1	68	52	37	30
Agency 2	30	30	13	17
Agency 3	30	29	14	16
Agency 4	68	57	32	36
Agency 5	30	29	12	18
Agency 6	30	27	20	10
Agency 7	30	29	15	15
Agency 8	30	28	12	18
Agency 9	30	29	16	14
Agency 10	68	35	36	32
Agency 11	30	25	19	11
Agency 12	30	21	18	12
Agency 13	30	28	18	12
Agency 14	30	19	16	14
Agency 15	68	52	42	26
Agency 16	30	29	14	16
Agency 17	30	15	15	14
Agency 18	30	27	15	15
Agency 19	30	29	15	15
Agency 20	30	2	16	14
Agency 21	23	0	6	5
Agency 22	30	0	18	12
Agency 23	30	0	20	10
Agency 24	29	0	17	12
Agency 25	30	1	22	8
Agency 26	30	4	21	9
Agency 27	30	7	17	13
Agency 28	30	9	14	16
Agency 29	30	30	15	15
Agency 30	30	2	16	14
Total	1044	645	561	469

Other wording suggestive of the 26 markers	Suggestive of an incorrect registration*	Suspicious	Consent Issues**	Underage BM**	USA/UK adoption**	DOB changes**
8	4	8	5	6	8	0
3	2	0	0	2	0	3
0	0	0	0	1	1	0
6	0	6	0	6	5	0
0	0	1	1	2	0	2
3	2	4	2	3	3	1
1	0	0	0	2	0	0
1	1	1	0	3	0	0
0	0	0	0	3	0	0
6	0	13	5	7	10	0
6	0	4	1	2	4	0
1	0	1	0	0	0	0
0	0	0	0	0	0	1
2	0	3	0	0	0	0
3	1	7	0	13	0	2
11	0	6	7	3	2	3
0	0	1	0	5	1	0
1	0	0	0	1	0	0
16	0	1	0	1	0	0
7	4	5	0	1	2	0
1	0	0	0	0	0	0
2	0	0	0	0	0	0
0	0	0	0	0	0	0
19	0	28	0	0	1	0
4	0	2	0	1	0	0
1	0	1	1	2	0	1
8	0	3	0	1	0	1
0	0	2	0	3	0	0
2	1	1	1	1	0	0
2	1	1	0	2	0	4
114	16	99	23	71	37	18

*The 16 other wording suggestive of an incorrect registration are included in the total 114 other wording suggestive of in the previous column.

** information contained in these columns do not form part of the 26 Markers and were collected for information purposes only.

Chapter 4

Appendix 1

(AACRI) Adoption & Alternative Care Records

Procedure Document:

Purpose: To provide direction to staff in each area on the completion of the Adoption & Alternative Care Record Review

Procedure: Tusla Adoption & Alternative Care Records Review

The following procedure will be followed by all PSW/social workers and designated staff in completing the review of Tusla Adoption & Alternative Care Records:

- 5.1. The Project Coordinator will inform each region in advance of the dates the Sampling work in their area.
- 5.2. The Project Coordinator will be assigned a lead Administrative Officer in each area for the purpose of assisting them in each area. The PSW/designate and lead Administrative Officer will meet with the Project Coordinator at the beginning of the Review period in each area.
- 5.3. The Project Coordinator will, with the support of the lead Administrative Officer, extract the Records as per the approved project methodology.
- 5.4. The Project Coordinator will hand over the extracted records to the PSW/designate and they will both complete and sign the **AACR2 form** to document that the handover has taken place.
- 5.5. The Project Coordinator will give a copy of the **AACRI form** to the PSW/designate and return the original **AACR2 form** to the office of the National Manager.
- 5.6. The PSW/designate will allocate the records extracted by the Project Coordinator to the allocated social worker as soon as reasonably possible after the records have been extracted.
- 5.7. Each record has an allocated estimated time of 2 hours per review. However, as each record is unique, it is accepted that some records may take a shorter or longer time frame to review.
- 5.8. Each social worker will complete a separate **AACR3 form** for each record reviewed.
- 5.9. All sections of the **AACR3 form** will be completed in full.
- 5.10. Staff will only enter the requested information on the **AACR3 form**. No other information is permitted to be recorded on the AACR2 other than what is stated in the designated fields.
- 5.11. The **AACR3 form** must include an accurate and complete list of all documents reviewed for every record, as indicated on the form.
- 5.12. No writing or marking will be made on any adoption record or file, original or copied documents, or any associated paper. All care and due diligence will be taken to ensure that records are securely stored and not damaged in any way during the course of this review.
- 5.13. Once the review of records has been completed, the social worker who has reviewed the record will sign the AACR3 review form.
- 5.14. The PSW/designate in each area will also approve and sign the **AACR3 form** to verify the completion of the review by the allocated social worker.
- 5.15. The social worker who completed the review will make two copies of **AACR3 form**.
- 5.16. The social worker who has completed the review will securely attach the **original** version of the AACR3 to the front of the reviewed Record.
- 5.17. A separate copy of the **AACR3 form** must be attached to every document (such as a register etc.) included in the record review.

5.18. The social worker who reviewed the record will give a copy of the **AACR3 form** to the lead Administrative officer in each area who will upload the details of the **AACR3 form** onto the database provided known as the Adoption & Alternative Care Record Review Database (AACR4).

5.19. All social workers conducting Record Reviews are encouraged to share any issues or concerns arising during the process of this review. All issues and concerns will be raised with the PSW/designate in the relevant area who has overall governance of the process in their catchment area. The National Manager is available to respond to any concerns raised by PSWs/designates throughout the course of this review.

5.20. Each PSW/designate is required to conduct and document a Quality check by auditing a representative 10% sample of all records reviewed by the staff in that region before final sign off. The purpose of this audit is to check and confirm that the review has been conducted in line with this procedure and the approved methodology. The PSW/designate will complete the Quality Audit Checklist (AACRQ5) and a copy of this audit will be returned to the office of the National Manager.

5.21. The lead Administrative officer in each area will upload the information to the Adoption & Alternative Care Record Review Database.

5.22. On completion of all Record Reviews in the area the PSW/Designate will be responsible for ensuring that the following are returned to the office of the National Manager:

*(a) Signed **copies** of all AACR3 Review Forms completed in the area*

(b) A copy of the Adoption & Alternative Care Record Review Database (AACR4)

(c) Signed copies of the Quality Check records for the area (AACRQ5)

5.23. The Project Coordinator is responsible for ensuring that the **original versions** of the **AACR2 form** (record of files extracted and handed over to PSW/Designate in each location) are returned to the office of the National Manager.

Appendix 2

(AACR2) Adoption & Alternative Care Records

Review form:

Purpose: To Document the Extraction & Handover of Records in each area.

Tusla Adoption & Alternative Care Records Review

1. Select the area that the Records have been extracted from by ticking the box below. Enter the date of extraction & review period as indicated:

Area:	Please Select by ticking the relevant box below):	Enter the Date(s) the Records were extracted:	Time period of Review: <u>(date from/to):</u>
South West: Cork			
South East: Waterford			
West: Limerick			
Galway			
Sligo			
Navan Road			
Dublin North: Ballyfermot			
Dublin Nexus			
DNE Drogheda			
Navan Road			

2. Enter the total number of Records extracted for review in the above area:

3. List of Records for review attached to this document: YES NO

5. Handover of Records for Review:

Records Extracted by: (Name) _____ Title: _____ Date: ___/___/20__

Records Received by: (Name) _____ Title: _____ Date: ___/___/20__

Reviewing PSW/Designate: (Name) _____ Title: _____ Date: ___/___/20__

Appendix 3

Adoption & Alternative Care Records Approved 26 MARKERS

Adoption markers	Placement markers	Registration of birth markers
1. Adopted from birth	10. Direct placement	19. Double registration
2. Adopted at birth	11. Private placement	20. Wrongful registration
3. Direct adoption	12. Special care for private reasons	21. Illegal registration
4. De- facto adoption	13. Family arrangement	22. Incorrect registration
5. Private adoption	14. Put away	23. Re registration
6. Wrongful adoption	15. Home births	24. Direct registration
7. Unlawful adoption	16. Placed directly from/at birth	25. Unlawful registration
8. Illegal adoption	17. Private arrangement	26. Amended registration
9. DOB and date of adoption < 10 days apart	18. Discharged at/from birth	

Appendix 4

(AACR3) Adoption & Alternative Care Records

Independent Review of Adoption and Alternative Care Records Review Form

Section 1: The purpose of this form is to record the formal review of each individual record & to gather information regarding the existence of specific terminology that may indicate that an incorrect registration has taken place.

<p>Name & title of staff member reviewing the Record:</p> <p>Name: _____</p> <p>Title: _____</p>	<p>Enter the Record/file Number, if available:</p> <p><i>(sample reference number given for this project)</i></p> <p>Name on file:</p> <p>_____</p> <p><i>(this is the name that the record is filed under- please check the database if unsure)</i></p>	<p>State the Origin of Record/File:</p> <p>(Agency/Home/County Council/Institution/other)</p>	<p>Please tick if an Adoption Order was Granted or if this is unknown:</p> <p>Yes :__ No:___</p> <p>Unknown:___</p>
<p>Please tick the relevant Tusla Location:</p> <p>DML: _____</p> <p>DNE: _____</p> <p>Sth East: _____</p> <p>Sth West: _____</p> <p>West: _____</p>	<p>Enter any other file / document / Record identifier:</p> <p>_____</p> <p>Enter the name the birth mother provided on admission/application (if available):</p> <p>_____</p> <p>If the name of the birth mother is not available please tick here:</p> <p>_____</p>	<p>Enter the Date of Birth of the Child; if available:</p> <p>___/___/___</p> <p>If the Date of Birth of the Child is not available please tick here:</p> <p>_____</p>	<p>Enter the Date of the Adoption Order (if applicable & available)</p> <p>___ / ___ / ___</p> <p>If the date of the Adoption Order is not applicable & available please tick here:</p> <p>_____</p>
<p>Date of record/file review:</p> <p>___/___/___</p>	<p>Provide a Description of the Record: (Register entry, Index Card, File etc.)</p>		

Section 2:

CHILD PLACEMENT TERMINOLOGY – PLEASE TICK Yes/No to indicate if each of the following terms is written in the record under review:	Yes	No	If Yes, please provide any other information in relation to the use of this term in the record:	Please state where in the Record the term has been located (e.g. case notes / index card / file cover / specific document etc.)
1. Private placement				
2. Private arrangement				
3. Family arrangement				
4. Discharged at/from birth				
5. Directly placed from/at birth				
6. Direct Placement				
7. Home birth				
8. Special care taken for private reasons				
CHILD PLACEMENT TERMINOLOGY – PLEASE TICK Yes/No to indicate if each of the following terms is written in the record under review:	Yes	No	If Yes, please provide any other information in relation to the use of this term in the record:	Please state where in the Record the term has been located (e.g. case notes / index card / file cover / specific document etc.)
9. Put away				
Other wording suggestive of above (please state)				

CHILD BIRTH REGISTRATION TERMINOLOGY: PLEASE TICK Yes/No to indicate if each of the following terms is written in the record under review:			If Yes, please provide any other information in relation to the use of this term in the record:	Please state where in the Record the term has been located (e.g. case notes / index card / file cover / specific document etc.)
10. Double registration				
11. Re-registration				
12. Amended registration				
13. Wrongful registration				
CHILD BIRTH REGISTRATION TERMINOLOGY: PLEASE TICK Yes/No to indicate if each of the following terms is written in the record under review:			If Yes, please provide any other information in relation to the use of this term in the record:	Please state where in the Record the term has been located (e.g. case notes / index card / file cover / specific document etc.);
14. Incorrect birth registration				
CHILD BIRTH REGISTRATION TERMINOLOGY: PLEASE TICK Yes/No to indicate if each of the following terms is written in the record under review:			If Yes, please provide any other information in relation to the use of this term in the record:	Please state where in the Record the term has been located (e.g. case notes / index card / file cover / specific document etc.);
15. Direct registration				
16. Unlawful registration				
17. Other wording suggestive of above (please state)				
CHILD ADOPTION TERMINOLOGY: PLEASE TICK Yes/No to indicate if each of the following terms is written in the record under review:			If Yes, please provide any other information in relation to the use of this term in the record:	Please state where in the Record the term has been located (e.g. case notes / index card / file cover / specific document etc.);
18. Adopted from birth				

CHILD ADOPTION TERMINOLOGY: PLEASE TICK Yes/No to indicate if each of the following terms is written in the record under review:			If Yes, please provide any other information in relation to the use of this term in the record:	Please state where in the Record the term has been located (e.g. case notes / index card / file cover / specific document etc;
19. Adopted at birth				
20. De-facto Adoption				
21. Direct Adoption				
22. Private adoption				
23. Unlawful adoption				
24. Illegal adoption				
25. DOB and date of Adoption records as < 10 days apart				
26. Wrongful Adoption				
Other wording suggestive of above (please state)				

Record Review Completed by: (Name) _____ Title: _____

Signature: _____ Date: ___/___/20__

PSW/Designate: (name) _____:

Quality check completed by: (Name) _____ Title: _____

Signature _____ Date: ___/___/20__

Appendix 5

Adoption & Alternative Care Records

Checklist 27/2/19

1. Please complete & return this checklist, hardcopy enclosed with documentation and softcopy by email to Siobhan Mugan on Thursday 28/2/19:

Following is information of what is to be returned to Siobhan Mugan & how it is to be returned:

Deadline	Form identifier:	Send By:	Protections:	Confirmation:	Task Completed: Please tick below:
Deadline Thurs 28/2/19	AACR3- SW Original Review Forms (total of 1036 to be returned from the 5 PSW regions)	TBC WHETHER WE WILL Courier/Post/deliver: to: Siobhan Mugan c/o PA to National Manager for Adoption Services Tusla, <i>Child and Family Agency</i> Floors 2-5 Brunel Building Heuston South Quarter Dublin 8	TBC WHETHER WE WILL Courier/Post/deliver:	Confirm by email to Siobhan Mugan when complete	
	AACR4- Database	Return by email to Siobhan Mugan	Password Protect <u>using agreed password only</u>	Confirm by email to Siobhan Mugan when complete	
	AACR5- Quality Review Forms- 10% sample from each area.	TBC WHETHER WE WILL Courier/Post/deliver: Courier/Post to Siobhan Mugan, c/o as above.	TBC WHETHER WE WILL Courier/Post/deliver:	Confirm by email to Siobhan Mugan when complete	
	This completed & signed Checklist form	Enclose a <u>hardcopy</u> of this checklist form with the review forms & quality forms and <u>email a softcopy</u> to Siobhan Mugan (<i>as a confirmation of what was sent to Siobhan</i>).	TBC WHETHER WE WILL Courier/Post/deliver:	As above	

2. Please complete:

Total number of files extracted/handed over to your area for review_____

Total number of **Original ACCR3** Review forms enclosed _____

Total number of completed quality checks enclosed (*must be 10% of the sample*) _____

Please check & tick to confirm:

Every original **ACCR3** review form contains 2 signatures (3 signatures if it forms part of the 10% Quality Audit) _____

Total number of **ACCR3** Original Review forms is correct _____

ACCR5 quality forms are signed and enclosed _____

ACCR4 database- all changes, including any exchanged samples are highlighted in red, with reasons for the change recorded on the database _____

ACCR4 database, with the subject heading **Adoption Records Sampling Project- Final Database & Area** has been sent to Siobhan Mughan & Cc'ed to Maeve Shiels _____

Please insert date the **ACCR4** was sent to Siobhan Mughan & Cc'ed to Maeve Shiels _____

Signature: _____ **Title:** _____ **Date:** _____

Appendix 6

Adoption & Alternative Care Records

30 Agencies reviewed

19 Adoption Agencies

	Adoption Societies	Was this home originally included in the scope	Original sample numbers	Actual sample taken	Was a full sample taken	Difference in original and sample	Additional information
1	Agency 1	Yes	68	68	Yes	0	
2	Agency 2	Yes	30	30	Yes	0	
3	Agency 3	Yes	30	30	Yes	0	
4	Agency 4	Yes	68	68	Yes	0	
5	Agency 5	Yes	30	30	Yes	0	
6	Agency 6	Yes	30	30	Yes	0	
7	Agency 7	Yes	30	30	Yes	0	
8	Agency 8	Yes	30	30	Yes	0	
9	Agency 9 [REDACTED]	*Yes but as two separate societies	30	30	No	0	It was originally thought that these were two separate agencies. Original sample number was 60. Only 30 records sampled.
10	Agency 10	Yes	68	68	Yes	0	
11	Agency 11	Yes	30	30	Yes	0	

12	Agency 12	Yes	30	30	Yes	0	
13	Agency 13	Yes	30	30	Yes	0	
14	Agency 14	Yes	30	30	yes	0	
15	Agency 15	Yes	68	68	Yes	0	
16	Agency 16	Yes	30	30	yes	0	
17	Agency 17	Yes	30	30	Yes	0	
18	Agency 18	Yes	30	30	Yes	0	
19	Agency 19	Yes	30	30	Yes	0	
20	Agency 20	*yes [redacted] [redacted] Agency 9	30	0	NO	-30	[redacted]

		Was this home originally included in the scope	Original sample numbers	Actual sample taken	Was a full sample taken	Difference in original and sample	Additional information
1	Agency 24 [REDACTED]	NO *this was changed from [REDACTED]	30	29	NO	-1	[REDACTED] original records are held by the original owner and are not in the possession of Tusla. There are 29 records from Agency 24 that also fall within the 1953-1976 timeline. Approval to take full 29 records from early years.
2	Agency 20	Yes	30	30	Yes	0	
3	Agency 21	Yes	30	23	NO	-7	Our records only go to 1956
4	Agency 22	Yes	30	30	Yes	0	
5	Agency 23	Yes	30	30	Yes	0	
6	[REDACTED]	Yes but this was not included in the final sample	30	0	NO	-30	None sampled here as there was only one record within the sampling period.

	Boarded out/ At Nurse	Was this home originally included in the scope	Original sample numbers	Actual sample taken	Was a full sample taken	Difference in original and sample	Additional information
1	Agency 25	Yes	30	30	Yes	0	
2	Agency 26	Yes	30	30	NO	0	It was originally thought that these were one set of records. Original sample number was 30. 2 sets of records were sampled. 60 records.
3	Agency 27	No* please see additional information	0	30	YES	30	
4	[REDACTED]	Yes	30	30	Yes	0	
5	Agency 29	Yes	30	30	Yes	0	
6	Agency 30	Yes	30	30	Yes	0	

Appendix 7

Adoption & Alternative Care Records (ACCRMT4) additional documents:

Agency/Home:	
Name of Record:	
Project Reference number:	

The following documents have been included in this review:

File
Register entry (please state how many)
Index Card

*Please ensure that you have received and reviewed the above information as part of the record review. If there is any issue with these records please contact your local administrator.

The total number of **additional pages** included here for review is _____.

Appendix 8

Adoption & Alternative Care Review (Quality Audit Checklist (AACRQ5)

Independent Review of Adoption and Alternative Care Records Review Form

Section 1: The purpose of this form is to record the Quality Audit further to the formal review being carried out

Please tick the relevant Tusla Location:

DML:		DNE:		Sth East:		Sth West	
West:							

No of file audited	Sample Reference number: (given for the project)	Name on Record: (as finalised on the ACCR4 database)	Agency/Home/ County Council/ Institution/other:	Date of Audit:	Outcome of Audit (approved/not approved please provide details if not approved)
1					
2					
3					
4					
5					
6					
7					
8					
9					
10					
11					
12					
13					
14					
15					
16					
17					
18					
19					

I _____ (Principal Social Worker/designated person) certify that I have audited the above files, the outcome of which is listed above.

Please print name here: _____ **Title:** _____ **DATE:** _____

Appendix 9

Adoption & Alternative Care Records Description of records held by Tusla Adoption Service

Types of records held:

- Domestic Adoption
- Inter country adoption
- Step Parent Adoption
- Boarded out and Inspection reports
- Children in care and pre adoptive care records
- Adoption Agency Records (eg. ██████████)
- At Nurse records
- Foster Care to Adoption
- Mother and baby homes (eg. Maternity homes)

Form, records are held in:

- Ledgers
- Records
- Folders
- Birth mother information
- Registers (e.g. Admission and Discharge, Death and Maternity)
- Payment books
- Miscellaneous boxes
- Index cards
- Single documents

Records are identified by/named in:

- Birth mothers names or house name, or
 - Child names, or
 - Adoptive parents name, or
- Family files (more than one child)

