

# RYAN REPORT IMPLEMENTATION PLAN

## SECOND PROGRESS REPORT

19<sup>TH</sup> JULY 2011

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# **Ryan Report Implementation Plan**

## **Second Progress Report**

**July 2011**

Prepared by Ryan Report Monitoring Group

### **Part 1 – Background and overall summary of progress**

#### **1.1 Background**

The Report of the Commission to Inquire into Child Abuse (the Ryan Report) was published in May 2009. It revealed a shocking level of historic abuse inflicted on Irish children, who were placed by the State in residential institutions run by religious orders. A central theme running through the Commission's report was that more could have been done and that warning signs were ignored. The Report served to highlight the need to review the current organisation and delivery of child welfare and protection services nationally. The Report placed considerable emphasis on the need to ensure that all children are now listened to, respected as individuals and protected against any type of abuse.

Following the publication of the Report a detailed Implementation Plan was prepared and published in July 2009. The Government is committed to full implementation of the Plan. The Implementation Plan sets out a series of 99 actions designed to address the effects of past abuse, reform service provision and ensure that children and young people have a stronger voice. Some of the 99 actions have a specific target date for completion, up to December 2011, while other actions are noted 'ongoing'.

The overall aim of the Plan is to make a difference in children's lives by addressing past failings and putting measures in place to achieve better outcomes in the delivery of services to children and families.

#### ***Monitoring Group***

Implementation of the Plan is being overseen by a high level group chaired by the Minister for Children and Youth Affairs. The Group includes representatives from the Department of Children and Youth Affairs, the HSE, HIQA, the Irish Youth Justice Service (IYJS), the Department of Education and Skills and An Garda Síochána. In May 2011, the Minister for Children and Youth Affairs, Frances Fitzgerald TD, invited the Children's Rights Alliance to join the Group to include the voices of children and civic society (see appendix for a list of current members). The lifetime of the Group is to be four years. A progress report is presented to Government each year and is subsequently laid before both Houses of the

Oireachtas. This is the second annual progress report compiled by the Monitoring Group with the approval of the Minister for Children and Youth Affairs. The first report can be accessed at <http://www.dcy.gov.ie/documents/publications/ryanimplementation1stprogressreport.pdf>

### ***New Department, Agency and other reforms***

Fundamental to putting in place a fully reformed children and family service is the capacity of the service to implement necessary reform and improvement. It became evident in the course of 2009/2010 that the HSE's child and family services management structure needed to be strengthened. In recognition of this a National Director with dedicated responsibility for Children and Family Services, Gordon Jeyes, was appointed, in December 2010, to lead the process of reform.

In addition, the Government is taking a number of other measures to strengthen the existing governance arrangements through:

- the establishment of a dedicated Department and Minister for Children and Youth Affairs with responsibility for children and family support services
- the transfer of responsibility for the delivery of these services from the HSE to a new dedicated statutory agency to be established.

As the organisational framework is strengthened, other vital aspects of improved governance, management and planning will be enhanced. A core feature is the need for more reliable information about the demand for services, risk indicators and outcomes for children. Work is progressing in this area and key aspects of the Implementation Plan are reliant on improved performance in this area.

In line with actions committed to in the Plan, the HSE was engaged throughout the course of 2010 in a major recruitment campaign which involved the appointment, induction, deployment and training of 200 additional social workers and the filling of additional posts which fell vacant e.g. due to retirements. This has been made possible through the exemption of the social work grade from the current moratorium on public sector recruitment and replacement of staff.

### **1.2 Implementation Plan**

The Report of the Commission to Inquire into Child Abuse contains a series of 20 recommendations. A comprehensive set of 99 actions was set out in the Implementation Plan to address the recommendations of the Commission. These actions can be grouped into six categories as follows:

1. Addressing the effects of past abuse;

2. Developing and strengthening national child care policy and evaluating its implementation;
3. Strengthening the regulation and inspection function;
4. Improving the management of children's services;
5. Giving greater effect to the voice of the child;
6. Revising *Children First*, the national guidance on the protection and welfare of children and underpinning the guidance by way of legislation.

A detailed progress report describing the present position in respect of each action point is included in part 2 of this report.

### 1.3 Financial Update

(i) The process of implementation is being supported by the provision of additional funding over the last two years of €24m from the Exchequer.

An amount of €15m was provided in 2010 with a further €9m provided in 2011. This funding was allocated as follows:

	€m
• HSE	€23.27
• HIQA	€0.63
• OMCYA	€0.10

In 2010 the HSE incurred expenditure of €4.68m on actions directly related to the Implementation Plan. In addition, significant expenditure was incurred on the provision of child welfare and protection services including, in particular, the use of agency social work and social care staff to meet service pressures. The 2011 additional financial allocation will support the continuing implementation of the Plan including the recruitment of 60 additional social workers, a national specialist multi-disciplinary team for children in special care and detention and the implementation of a series of additional actions committed to in the National Service Plan, 2011.

The HSE reports regularly on a range of key performance indicators as set out in the National Service Plan. The Department of Children and Youth Affairs will continue to closely monitor delivery of all actions contained in the Implementation Plan. This assessment will help to inform the work of the Monitoring Group.

### 1.4 Summary of progress

Key actions and improvements effected to date under the Plan include:

1. ***Addressing the effects of past abuse;***

- The Committee appointed to oversee the memorial to victims of institutional abuse has completed the consultation phase of its work, which involved meetings with survivor groups and interested parties and a public consultation process. The Minister for Education and Skills has approved the Committee's proposal to advance to the competition stage for the Memorial and the Committee will now seek expressions of interest, (action 1);
- The Courts Service is continuing to assist survivors with concerns over the possibility of having a criminal record arising from their detention in a residential school. Sixteen requests have been received and certificates have been granted in all cases (action 3);
- Additional counselling services are being provided by the National Counselling Service (NCS). Over 900 individuals will access counselling services in the current year. The NCS has also been exempted from the public service moratorium on recruitment and replacement of staff (action 7);
- The Education Finance Board is continuing to provide grants to former residents and their families for the purpose of assisting them in accessing educational programmes. The Board approved 1,901 grants during 2010 and the overall value of grant payments during 2010 amounted to €1.514m (action 10);
- The recruitment of a national specialist multi-disciplinary team for children in care and detention is being progressed by the HSE and the Irish Youth Justice Service (IYJS) and the necessary funding has been provided for in the HSE's National Service Plan 2011 (action 12);
- The Department of Education and Skills continues to fund Barnardos to provide its Origins Family Tracing Service for former residents. By the end of 2010, Barnardos had processed 970 family tracing requests (action 17);
- The Department of Education and Skills is continuing to provide personal records to former residents of Industrial and Reformatory schools. A total of 597 applications were received during 2010 and a further 232 were received by the end of June, 2011 (action 19);

**2. *Developing and strengthening national child care policy and evaluating its implementation;***

- The Department of Children and Youth Affairs has recruited a senior specialist with experience in the area of child welfare and protection services (action 20);
- Work is progressing on the development of a new National Children's Strategy. In addition, the new Department of Children and Youth Affairs is required to produce a Statement of Strategy within six months of establishment (action 22);
- The HSE is committed to consulting on an assessment framework to ensure consistent social work practice with a view to introducing a staged intervention model.

This will be based on evaluations from development sites in Dublin, Sligo / Leitrim, and Limerick (various actions);

- Research has been commissioned to assess the progress made in implementing the findings of previous reports / inquiries into child welfare and protection cases (action 23);
- A revised set of performance indicators has been agreed by the Department of Children and Youth Affairs and the HSE and is set out in the HSE National Service Plan for 2011 (action 25);
- The IYJS has also developed a suite of performance indicators to inform an annual report on the adequacy of detention services (action 28).

### **3. *Strengthening the regulation and inspection function;***

- HIQA has developed guidance for the HSE on the review of serious incidents, including deaths of children in care. A national review panel has been established by the HSE. There are 18 reviews currently in progress (action 36);
- HIQA has been funded to recruit additional inspectors for foster care and new inspectors for child protection (actions 39 & 40);
- HIQA has developed national quality standards for care services for children and young people (action 42).

### **4. *Improving the organisation and delivery of children's services;***

- A National Director for Children and Family Services, Gordon Jeyes, has been appointed within the HSE. Mr Jeyes will lead an extensive two year programme of change within the HSE which is designed to modernise and reform the delivery of children and family services (action 45);
- The HSE has recruited an additional 200 social workers and has made provision in its National Service Plan for the recruitment of a further 60 social workers in 2011. These additional staff will greatly assist the HSE in meeting its statutory obligations such that every child in care has an allocated social worker and a care plan (action 58 & others);
- The practice of placing separated children seeking asylum in hostels has ceased. These children are now placed more appropriately in residential and foster care (action 31);
- An additional 10 Children's Services Committees are being established and the intention is to have over 20 such committees in place by the end of 2012 (action 56);
- A national aftercare policy has been developed by the HSE. The Executive is committed to compliance with Section 45 of the Child Care Act which places a duty on it to provide services to young people leaving care where such needs have been identified (action 67 & 68).

**5. *Giving greater effect to the voice of the child;***

- Consultation with children and young people in the care of the State commenced in January 2010 and concluded in December 2010. Over 200 children and young people took part in consultation sessions (action 83);
- The HSE and the IYJS have taken steps to ensure that young people in care and detention are familiar with the work of Empowering People in Care (EPIC), formerly IAYPIC (action 82).

**6. *Revising Children First, the national guidance for the protection and welfare of children and underpinning the guidance by way of legislation.***

- The Children First National Guidelines (1999) have been revised and updated and will be published in the near future. The revised Guidance will be supported by a practice guide for professionals and will be underpinned by legislation which is being prepared by the Department of Children and Youth Affairs (action 86).

**1.5 Priorities for 2011**

A range of additional actions are being progressed in the current year across the various agencies charged with delivery of the Implementation Plan. The next phase of implementation will include a particular focus on the further development of services for children in special care and detention and the continuing provision of support for victims of child abuse. In addition, the Minister for Children and Youth Affairs will be giving particular priority to progressing a series of actions relating to the Children First National Guidance, including the preparation of legislation to underpin the operation of the Guidance.

The following set of key actions will be progressed in 2011:

- Publication of Children First Guidance and preparation of supporting legislation;
- Introduction of legislation to require all persons working with children to be vetted and to allow for the exchange of 'soft' information;
- Recruitment of an additional 60 social work staff and monitoring by the HSE of the impact on services arising from the overall increase in social work staff;
- Establishment by the HSE of a multidisciplinary team for children in special care and detention, in conjunction with the IYJS;
- Provision of additional counselling services to victims of child abuse;
- Enhanced services for young people leaving care in line with statutory requirements;
- Recommendations of the 2007 *Report on Treatment Services for Persons who have Exhibited Sexually Harmful Behaviour* implemented;
- Out of Hours pilot sites in South and West fully operational and evaluated;

- Exit interviews conducted with children leaving or changing care placements;
- Audit of resources carried out across HSE and funded agencies delivering the children and families programme;
- HIQA will progress the development of standards for child protection services.

## **1.6 Conclusions**

The Implementation Plan set out a very necessary programme of actions for implementation by the various State bodies charged with responsibility for the provision and oversight of services to children. Considerable progress has been made overall to date in implementing the various actions set out in the Plan.

The Minister for Children and Youth Affairs is committed to the full and complete implementation of the Plan and to accelerating the delivery of any actions where progress has been slower than anticipated. She considers that the process of implementation will be enhanced through significantly strengthened governance, including the establishment of the new Department of Children and Youth Affairs, the change programme being led by the National Director for Children and Family Services and the establishment of dedicated statutory child and family support agency.

## **Part 2 – Progress to date on individual actions**

The second part of this report contains an update on each of the ninety-nine actions contained in the Ryan Commission Implementation Plan.

Of the ninety-nine actions detailed in the Plan, 37 actions had a timeframe of ‘ongoing’. These are, by their nature, not once off actions and while they may be deemed complete for the purpose of this report they will necessarily continue to be implemented on an ongoing basis. The remaining 64 actions had a specific timescale.

An indicative overview status of the actions in the Plan is as follows:

Complete:	51
Partially Complete:	3
On target:	7
Implementation ongoing:	38



## **Appendix 1 – Membership**

Frances Fitzgerald, TD, Minister for Children and Youth Affairs (Chair)

Jim Breslin, Secretary General, Department of Children and Youth Affairs (DCYA)

Mary Doyle, Director General, DCYA

Denis O’Sullivan, Principal Officer, DCYA

Michele Clarke, Social Work and Child Care Specialist, DCYA

Mary McGarry, Principal Officer, Department of Education & Skills

Gordon Jeyes, National Director, Children and Family Services, HSE

Aidan Waterstone, National Specialist, Children and Family Services, HSE

Michelle Shannon, National Director, IYJS

Tony O’Donovan, Child Welfare Advisor, IYJS

Siobhan Young, Head of Mental Health, IYJS

Niall Byrne, Deputy Director of Operations, HIQA

Pat Bergin, Inspector Manager, HIQA

Superintendent Colette Quinn, Director Diversion Programme, Garda Office for Children & Youth Affairs.

Chief Superintendent Anne Marie Mc Mahon, Community Relations & Community Policing Division, Garda Headquarters

Maria Corbett, Policy Director, Children’s Rights Alliance

### **Secretariat**

Paul Fay, Marcella Luz, DCYA

**Report of the Commission to Inquire into Child Abuse, 2009**

**Implementation Plan**

**2<sup>nd</sup> Annual Report, July 2011**

**Part 2 – Action updates**

**PART 1 – ADDRESSING THE EFFECTS OF PAST ABUSE**

**1.1 Memorial**

No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
1	Erecting a memorial. A dedicated budget of up to €0.5 million will be set aside for this project and a committee will be established with the following terms of reference: to consider the views of the survivor groups in relation to the location and nature of the memorial to be erected; to make recommendations on the location and nature of the memorial in a manner that best takes account of the views of the groups representing the survivors of abuse, and to consider arrangements for a national day of remembrance and solidarity; to oversee the commissioning and delivery by the OPW (through competition) of the design and building of the memorial. The Department of Education and Science will provide secretariat services to this committee. The project will be managed by OPW.	Department of Education and Skills, OPW	By Sept 2009	Committee established in Oct 2009. New target date for full completion, 2012	The Committee has completed the consultative phase of its work, which involved meetings with survivor groups/interested parties and a public consultation process. The Minister for Education and Skills has approved the Committee's proposal to advance to the competition stage without prior determination of the precise nature and location of the Memorial. The Committee will now seek expressions of interest.

**1.2 Lessons of the past should be learned**

No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
2	The Department of Education and Science will address the recommendation on an analysis of how these failings came about, with a view to ensuring that they are not repeated, through its senior management forum, business planning and risk register processes.	Department of Education and Skills	ongoing	Complete – engagement ongoing	This recommendation is being addressed on an ongoing basis through the Department of Education and Skill's senior management forum, business planning and risk management processes.
3	Although the Ryan Commission did not make any recommendations regarding concerns about the possibility of a criminal record arising from detention in industrial schools, concerns were expressed to individuals. To address this issue, it has been decided that if any individual survivor has any outstanding concerns about a criminal record arising from the referral of children by the District Court pursuant to Section 58 of the Children Act 1908, he or she may write to the Minister for Justice, Equality and Law Reform attaching a copy of their Court record and/or other official documentation. As appropriate, a certificate will be issued to that individual clarifying the position. The Minister will keep under review the need for any additional measures to address concerns in this area.	Department. of Justice and Law Reform	Ongoing	Complete	This action is dealt with through the Courts Service which has agreed to give requests priority. Sixteen requests have been received to date and certificates have been granted in all cases.
4		Department of	by	New target	A working party with the education partners has been reviewing the guidelines

	Arising from the recent review by the OMCYA of its national child protection guidelines, Children First, the Department of Education and Science will update its own child protection guidelines issued to all schools and its internal guidelines for departmental staff employed.	Education and Skills	December 2010	date – Q3 2011	based on Children First. The work of the group is completed and revised procedures will be issued to schools when finalised.
5	The Department of Education and Science will also update its internal guidelines for departmental staff relating to child abuse complaints following the Children First review.	Department of Education and Skills	by July 2010	Complete	Following the Children First review, the Department has updated its internal guidelines for Departmental staff relating to child abuse complaints, which were circulated to all staff in October, 2010. Training was provided for all staff on the implementation of the revised internal guidelines.
6	The Minister for Health and Children will bring detailed proposals to Government in Autumn 2009 with regard to the protection of vulnerable adults with disabilities who are currently in institutional care.	Department of Health and Children	by Autumn 2009	Target date Q4 2012 (for HIQA to have reviewed standards and progress inspection of services)	<p>“National Quality Standards: Residential Services for People with Disabilities” were published by HIQA in 2009. The standards provide a national framework for quality, safe services for people with disabilities in residential settings.</p> <p>The current Programme for Government includes a commitment to “put the National Standards for Residential Services for People with Disabilities on a statutory footing and ensure that the services are inspected by the Health Information and Quality Authority.”</p> <p>Ms Kathleen Lynch T.D., Minister of State with responsibility for disability services, announced on 16th June last, that discussions have begun between the Department of Health and HIQA to progress this commitment. HIQA will establish an internal team to progress the preparation and planning of this work.</p>

### 1.3 Counselling and Educational Services

No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
7	To address the anticipated increase in demand for services resulting from the publicity surrounding the Commission's Report and the forthcoming Dublin Diocesan Report, additional therapy services will be purchased by the NCS from the non-statutory and private sectors for the next 18 months.	HSE	ongoing	Complete	<p>This action is being further progressed by the HSE under the National Service Plan for 2011. The provision of services is being overseen by the National Counselling Service (NCS). Additional funding of €2m has been provided. Of this amount €1.8m is allocated to the National Counselling Service and €0.2m is allocated to voluntary organisations providing counselling services.</p> <p>The NCS has reviewed the waiting list for counselling services and has agreed an allocation process designed to ensure equitable access with priority being given to individuals with a history of institutional abuse. The NCS will contract a significant level of service from agency providers. This will allow for 933 individuals to access counselling in 2011.</p>
8	The NCS will be exempted from the public service moratorium on recruitment and replacement of staff within its overall complement.	Department of Health and Children	ongoing	Complete	This action is complete. The National Counselling Service (NCS) has been formally exempted from the public service moratorium on recruitment and replacement of staff.
9	The Department of Education and Science's new education strategy for the provision of education in children detention schools will be formally approved.	Department of Education and Skills	by December 2009	Complete	The Education Strategy for the Children Detention Schools has been circulated to the relevant bodies following its approval by the Department of Education and Skills and the National Youth Justice Oversight Group. The Education Strategy for the Children Detention School Service constitutes the Department of Education and Skills overarching strategy on educational services, up to 2013, for children placed in children detention schools mentioned in the reform programme.

10	The Education Finance Board will continue to provide funding for education purposes (€7.35 million available at the end of 2008).	Department of Education and Skills	ongoing	Complete	The Education Finance Board continues to provide grants to former residents and their families for the purposes of assisting them to access educational programmes. During 2010 the Board approved 1901 grants and the overall value of grant payments during 2010 amounted to €1.514m. At the end of 2010, €3.65m remained available to the Board. When a grantee commences a course of study which may continue over a number of years, the Board's policy is to estimate the costs to completion of the course and to reserve the amount of these future costs or the balance of the person's overall grant limit, whichever is the lower. If all such commitments at end 2010 were to be realised, the remaining funds available to the Board for new applications would be reduced by an additional €1.36m.
11	The Department of Education and Science will continue to provide for education services to children in the high support, special care and children detention facilities.	Department of Education and Skills	ongoing	Complete – engagement ongoing	The Department continues to provide for the education of children in high support and secure care facilities.

12	In consultation with the IYJS, the HSE will develop a national specialist multidisciplinary team for children in special care and detention.	HSE and Irish Youth Justice Service	by July 2010	New target date – Q4 2011	<p>A multidisciplinary Working Group representing the HSE and the Irish Youth Justice Service was established in May 2010 to progress this action. The Group reported in October 2010 and recommended the development of a four-pronged model to ensure implementation of this action comprising:</p> <ol style="list-style-type: none"> <li>1. A national assessment and intervention service for children at risk.</li> <li>2. On-site therapeutic services for high support and special care units.</li> <li>3. On-site therapeutic services for the children detention schools.</li> <li>4. A parallel development of a forensic child and adolescent mental health service (CAMHS) for children and young people with significant mental health needs requiring more specialist input.</li> </ol> <p>The recruitment of staff (29.5 whole time equivalents) for the service is being progressed by the HSE and the objective is to complete the establishment of the multi-disciplinary team in 2011. The necessary funding is in place and associated manpower requirements have been approved. Priority is being given to the provision of psychological services at the Centres. 3 Senior Psychologists are currently being recruited through internal recruitment processes in the HSE and a competition for the recruitment of a Principal Psychologist is in process with the Public Appointments Service.</p> <p>This will be a highly specialised service which offers multidisciplinary assessment and focused time specific interventions to young people who have high risk behaviours associated with complex clinical needs. It supports other professionals in their ongoing work with young people and their families. The team will also provide multidisciplinary assessment and therapeutic services to young people placed in high support, special care and detention and support residential care staff in their work with young people while promoting positive links with community based services.</p>
13	The HSE will ensure that children in care are supported in accessing mainstream and specialist health services as necessary. The HSE will work with the IYJS to ensure that children in detention are similarly supported.	HSE and Irish Youth Justice Service	Ongoing	Complete – Further progress linked to Action 12	<p>See Action 12</p> <p>The regulatory care planning process serves to identify the needs of children in care. The HSE seeks to ensure on an individual case basis that mainstream and specialist services required to implement care plans are provided. In circumstances where services are not readily available arrangements are made where possible to procure these services.</p>



14	Depending on local need and population, the HSE will resource primary care teams with social workers, speech and language therapists, and psychologists.	HSE	by July 2010	Partially Complete – (see across)	Primary Care Teams are being established with multi-disciplinary presence. Discussions are taking place to establish service level agreements between the HSE Primary Care and Children and Family Services as part of the procedure of establishing the new Children and Family Support Agency.
15	The HSE will review need and establish resourced multidisciplinary assessment services for children and young people at risk.	HSE	By December 2010	Linked to Action 12	See Action 12
16	Addiction services for children based on best practice will be established nationwide by the HSE and the Drugs Task Force.	HSE, Drugs Task Force	By June 2011	New target date Q4, 2011	An analysis of addiction services for children nationwide based on best practice is to be undertaken and has been provided for in the HSE National Service Plan, 2011.

1.4 Family Tracing Services					
No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
17	Funding will continue to be provided for family tracing services, as recommended in the Commission's Report.	Department of Education and Skills	ongoing	Complete – engagement ongoing	The Department of Education and Skills continues to fund the operation of the Origins Tracing Service which is provided by Barnardos. Barnardos processed 158 requests during 2010, bringing the total number processed to 970 at the end of 2010. 143 cases remained to be processed.
18	The Department of Education and Science will review the current arrangements to ensure the most effective means for the provision of this service.	Department of Education and Skills	ongoing	Complete – engagement ongoing	The Department of Education and Skills monitors the Origins Tracing Service, provided by Barnardos, and has reviewed the current arrangements to ensure the most effective provision of this service.
19	Personal records will continue to be provided to individuals on request, under the terms of the Freedom of Information Act.	Department of Education and Skills	ongoing	Complete – engagement ongoing	The Department of Education and Skills continues to provide personal records to former residents relating to their periods of residence in Industrial and Reformatory schools. Access to such records is provided under the Freedom of Information Act to ensure the right to privacy of all former residents. A total of 597 applications were received during 2010 and a further 232 applications were received by end June 2011.

**PART 2 – NATIONAL CHILD CARE POLICY AND EVALUATION OF ITS IMPLEMENTATION**

**2.1 Child care policy**

No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
20	In order to discharge the OMCYA's key role in overseeing the implementation of the Commission's Report, a suitably qualified specialist will be recruited (probably on a secondment basis) to provide access to senior professional expertise in the area of child welfare and protection.	Department of Children and Youth Affairs	by December 2010	Complete	This action is complete.
21	All agencies that provide services to children and families should develop and implement an operational plan based on The Agenda for Children's Services.	All Agencies	by December 2010	Partially complete – to be monitored through Service Level Agreements	<p>The HSE Corporate Plan for Children &amp; Family Services (2011) reiterates the commitment as per the <i>Agenda for Children Services</i>, to supporting children and families. An audit of funding to the Voluntary/Community sector will be undertaken by the HSE in 2011, and Service Level Agreements will be examined to ensure compliance with this requirement.</p> <p>The HSE is also piloting a new model of practice "the Differential Response Model" in Dublin North. The Project Goal is <i>"To provide a documented new model/approach to practice in child welfare and protection which emphasises community and family strengths, which is capable of being understood and applied across the country and which addresses national policy"</i>. HSE Dublin North is working in partnership with the Daughters of Charity Child and Family Service who have committed to a process of re-configuration of their existing services to meet some of the assessment and intervention requirements under DRM. The pilot is being evaluated by NUI Galway (Child and Family Research Centre).</p> <p>In the case of the IYJS a final draft operational plan is due for approval by the Board of Management in June 2011.</p>

22	The OMCYA will develop a new National Children's Strategy to cover the period 2011-2020.	Department of Children and Youth Affairs	by January 2011	New target date Q1 2012	<p>This action is being progressed by the Department of Children and Youth Affairs. Work on a replacement National Children's Strategy has now commenced. The new Strategy will lay-down high-level policy objectives for government across all departments and will also take account of the new Programme of Government , preparation of a Strategy Statement for the new Department for Children and Youth Affairs and other emerging policy issues. The National Children's Advisory Council has been re-established. A consultation process with children and young people has taken place and further consultations and policy development initiatives are planned ahead of publication in early 2012.</p> <p>Additionally, the new Department of Children and Youth Affairs is obliged to produce a Statement of Strategy. This statement will set out, inter alia, the Department's mission statement, its objectives, critical success factors and its structure.</p>
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23	<p>The OMCYA will lead a process to ensure that the current policy framework reflects the rights and dignity of children. This process will include benchmarking against policy in other jurisdictions. All policies should be consistent with the principles of the UN Convention on the Rights of the Child.</p>	<p>Department of Children and Youth Affairs</p>	<p>ongoing</p>	<p>Complete – research project ongoing</p>	<p>The language used in Action 23 was considered too broad to allow for tender applications that could be evaluated and could deliver key information to support the aim of the recommendations. Thus it was narrowed to focus on the policy framework of child welfare and protection in keeping with the focus of the Ryan Report. In light of the Commission’s recommendation to learn from the past, it was decided to focus on the impact of recommendations and learning from the findings of all previous investigations, starting with the Kilkenny Incest Case. The project ‘s aim is to test our national and operational policy framework to see if it reflects their key messages. To progress this action, research will assess the degree to which recommendations have been implemented, the particular themes addressed by recommendations and compare this with international experience. In 2010, the OMCYA undertook a tender process and commissioned Prof Colette McAuley of UCD to complete 'An analysis and synthesis of key messages arising from peer-reviewed literature and published national reports on children in need of protection and those in the care of the state'. This project will be underpinned by the principles of the UN Convention of the Rights of Children.</p>
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## 2.2 Evaluation and review of services against policy

No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
24	The OMCYA will evaluate the extent to which child welfare and protection services, and youth justice services, meet the aims and objectives of national child care policy taking account of the output/outcomes statements recommendation in Transforming Public Service.	Department of Children and Youth Affairs	ongoing	New target date end 2011	A call for research proposals to progress this action was unsuccessful. Feedback was that the scope was too broad to allow for a successful research project to be undertaken. Accordingly it is proposed to narrow the scope of the project and options to commission the work are being reviewed. One possible option is to focus this recommendation on independent oversight of the implementation of Children First has recently emerged. Children First is the key national policy initiative across all sectors to protect children. A project which could focus on the early evaluation of implementation with social worker, teachers and the Gardaí, could identify blockages and assist with a successful roll out.
25	The HSE will submit a suite of performance indicators to the OMCYA for approval for inclusion in the National Service Plan of 2010.	HSE, Department of Children and Youth Affairs	by December 2009	Complete	This action is complete. The new indicators are targeted at providing information on how the services are performing and will allow for improved decisions around the management and reform of the services.
26	The National Child Care Information System (NCCIS) will be prioritised for implementation assuming approval by the Department of Finance.	HSE	Decision expected Summer 2009	Dependent on outcome of external review process	<p>The National Child Care Information System Project is progressing. The business case and detailed specifications have been finalised and have been the subject of an external review process conducted under the auspices of the Centre for Management &amp; Organisation Development (CMOD) in the Department of Finance. The "Request for Tender" (RFT) documentation was issued to the external reviewers last year. The review of the RFT documentation is on-going.</p> <p>Alongside the development of the IT system the HSE is implementing standardised business processes nationwide. The implementation of these processes is not only crucial to the rollout of the IT system but will facilitate more consistent practice and the provision of meaningful management information which will inform the ongoing reform process.</p>

27	The OMCYA, in conjunction with the HSE, will work to improve the quality and usefulness of section 8 reports and to improve reporting on outputs/outcomes	Department of Children and Youth Affairs, HSE	ongoing	Complete	<p>The Department has agreed a new template with the HSE for the preparation of reports on the adequacy of services under Section 8 of the Child Care Act 2001. The 2009 report, based on this template, is being finalised for submission to the Minister for Children and Youth Affairs in the near future.</p> <p>A HSE project group is collating data to inform the preparation of the 2010 report and is devising a template to facilitate quarterly analysis and matching of need and service outcomes and to identify gaps in service.</p>
28	The Irish Youth Justice Service will submit to the Minister for Children and Youth Affairs an annual report on the adequacy of detention services in meeting their policy objectives	Irish Youth Justice Service	starting in 2010	On target – reporting to start in respect of 2010	<p>The IYJS has prepared a suite of performance indicators to inform the preparation of this report. This will be included as part of the IYJS annual report for 2010. A section will be added to the annual report which will provide for reporting on the adequacy of detention services in meeting policy objectives. A document entitled Performance Indicators for the Children Detention Schools was presented to the board of management on 21 June 2011 and approved.</p>
29	The OMCYA will examine the feasibility of a linked database, coordinating data on children in care from health, education and justice.	Department of Children and Youth Affairs	by July 2010	Complete	<p>The feasibility of developing a linked database has been explored. It is considered that the current stage of development of information management within the three systems does not readily allow for a linked database as envisaged by this action. An alternative proposal to achieve the intended aim is being developed by the Department and will involve an audit of children in care.</p>

## PART 3 – REGULATION AND INSPECTION

### 3.1 Rules and regulations

No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
30	All organisations with a statutory function in relation to children at risk, in care and in detention have a duty to ensure regulations are applied and any breaches reported to the relevant authority.	Department of Children and Youth Affairs (all agencies)	ongoing	Complete	<p>The HSE will monitor compliance with statutory requirements by funded agencies through its Agency Business Planning process. This is the process through which service priorities are agreed by the HSE with funded agencies.</p> <p>HIQA continues to undertake a schedule of inspections of the 72 HSE children's residential centres, foster care services provided by the HSE and the three Detention schools, Oberstown Boys, Oberstown Girls and Trinity House schools and report to the Minister for Health and publish inspection reports.</p>
31	The HSE will end the use of separately run hostels for separated children seeking asylum and accommodate children in mainstream care, on a par with other children in the care system.	HSE	By December 2010	Complete	This action is complete. Under the HSE's Equity of Care Plan the use of hostels has ceased and children are being placed in residential and foster care, in conformity with regulations and standards.
32	In the interim, the HSE will inspect and register residential centres and hostels where separated children seeking asylum in the care of the HSE are placed, in accordance with the Child Care Act 1991, pending the commencement of the Health Act 2007 for children's residential services.	HSE	ongoing	Complete	This action is complete.



33	The HSE will ensure that all children in care will have an allocated social worker and a care plan, in accordance with the regulations.	HSE	by December 2010	Full compliance targeted in HSE National Service Plan 2011	<p>The HSE is striving to meet the target in the Service Plan whereby every child in care has an allocated social worker and a care plan. The HSE has completed the recruitment of 200 additional social workers in order to ensure compliance with this requirement. The National Service Plan for 2011 includes provision for the recruitment of a further 60 social workers this year. The remaining 10 social work staff required to complete this action will be recruited in 2012.</p> <p>As of April 2011, 88.9% of children in care have a written care plan and 94.6% have an allocated social worker. It is important to note that the allocation of social workers and provision of written care plans is taking place in the context of increasing numbers of children in care and the normal turnover of children in the services.</p>
34	The HSE will ensure that all relatives as carers and foster carers are assessed, in accordance with the regulations.	HSE	by December 2011	On target	The recruitment of 200 additional Social Workers should give rise to improved performance in this area. However, there remains an unacceptable backlog of carers requiring approval in two local health areas of the HSE Dublin / North East region. The HSE is committed to addressing this backlog as a priority by year end.
35	The HSE will undertake a national review of current practice in relation to Part II, Section 5 of the Child Care Act, where homeless children can be placed in accommodation and not received into the care of the HSE.	HSE	by December 2009	New target Q3 2011	The HSE commenced this review Q1 2011 and it is due for completion shortly.

36	<p>The HIQA will develop guidance (by November 2009) for the HSE on the review of serious incidents, including deaths of children in care and detention. These will be reported to the HIQA and the Department of Health and Children/IYJS.</p> <p>**The HSE and IYJS will develop a panel (internal and external) of appropriately skilled professionals to undertake investigations.</p>	Health Information and Quality Authority, HSE, Irish Youth Justice Service	By November 2009  by December 2009	Complete	<p>This action was completed in respect of children in care in March 2010 with the publication by HIQA of guidance for the HSE on the Review of Serious Incidents including Deaths of Children in Care. HIQA is planning to undertake a review of the Guidance of Serious Incidents including Deaths of Children in Care in Q4 2011. as per the Health Information and Quality Authority approved Business Plan 2011.</p> <p>HIQA has been working with the IYJS on the development of guidance in respect of children in detention. The development of the guidance was at an advanced stage and advice from the Office of the Attorney General is pending for consideration in order to facilitate publication of the guidance. The preparation of the Guidance will be informed by the outcome of the above review.</p> <p>This action is complete and the National Review Panel is fully operational. It comprises 21 members supported by HSE management. There are 18 case reviews currently in progress. HIQA received four review reports in May 2011 from the HSE National Review Panel and the Authority are currently considering these reports and will furnish report to the Minister for Children and Youth Affairs.</p>																						
37	<p>In all cases of serious incidents or death of a child in care or in detention, the HIQA will review the initial circumstances and how the HSE and IYJS set about the investigation. It may, in circumstances set out in its guidance, conduct an independent investigation of the serious incident or death.</p>	Health Information and Quality Authority	ongoing	Complete – incidents will continue to be reviewed as necessary	<p>HIQA receives notifications of serious incidents including death of children in care. Four review reports completed by the National Review Panel were presented to the Authority in May 2011.</p> <p>Between March 2010 and June 2011, 47 cases were notified to the Authority and the National Review Panel by the HSE Children and Family Services. The category of these referrals is summarized in the following table:</p> <table border="1" data-bbox="1258 1027 2136 1281"> <thead> <tr> <th rowspan="2">Category of cases notified</th> <th colspan="2">Deaths</th> <th colspan="2">Serious incidents</th> <th rowspan="2">Total</th> </tr> <tr> <th>2010</th> <th>2011</th> <th>2010</th> <th>2011</th> </tr> </thead> <tbody> <tr> <td>Cases open to the child protection service</td> <td>11</td> <td>6</td> <td>2</td> <td>1</td> <td><b>20</b></td> </tr> <tr> <td>In care at the time of the incident</td> <td>2</td> <td>2</td> <td>5</td> <td>6</td> <td><b>15</b></td> </tr> </tbody> </table>	Category of cases notified	Deaths		Serious incidents		Total	2010	2011	2010	2011	Cases open to the child protection service	11	6	2	1	<b>20</b>	In care at the time of the incident	2	2	5	6	<b>15</b>
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38	The HSE will collect data regarding children from ethnic minority backgrounds and, under national standards, will ensure their cultural identity is respected and their needs met.	HSE	ongoing	On target	The HSE will undertake in 2011 a scoping exercise on data collection regarding children from ethnic minority backgrounds to ensure that their cultural identity is respected and their needs met. This has been provided for in the HSE National Service Plan 2011. Also the HSE has commissioned external consultants to undertake a review of the capacity for Alternative Care. This research project commenced in March 2011, will report by end June 2011 and will provide essential information to enable the planning of services for children in need of Care. The Review includes an audit of all children in care and a detailed audit of those children with additional needs who meet a set of criteria, including ethnicity.																																										

### 3.2 Independent Inspections

No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
39	The Health Act 2007 will be commenced to allow the SSI of the HIQA to undertake independent inspection of all children's residential centres and foster care.	Department of Children and Youth Affairs	by July 2010	See note re timescales in next column	<p>All children's residential services are inspected. HIQA currently inspects HSE run children centres and foster care services and the HSE inspects privately run children's residential services. In response to concerns regarding the quality of child welfare and protection services a Government Decision was taken in July 2010 to prioritise the inspection of child protection services in advance of commencing the relevant legislation to allow HIQA to regulate all children's residential services.</p> <p>The National Quality Standards for Care Services for Children and Young People were presented to the Minister for Health and Children for mandating by HIQA in March 2011. Final approval for these standards is pending and once mandated the Authority will undertake the monitoring and inspection of HSE children's residential centres and foster care based on these standards.</p> <p>The move to have HIQA inspect all children's residential services is a priority and the necessary funding has been put in place to progress this initiative.</p> <hr/> <p>Note re timescales: the independent inspections of all children's services and foster care services have different time lines. Health Service Executive centres and foster care services are currently inspected by the HIQA under the Child Care Act 1991. If the National Quality Standards for Care Services for Young People and Children are mandated by the Minister in Q4 2011 then inspections under the Health Act 2007 can commence. The registration of non-statutory providers for children's services may commence in 2013.</p>
40		Department of	by	linked to action	See update for Action 6.

	The Health Act 2007 will be commenced to allow the independent registration and inspection of all residential centres and respite services for children with a disability.	Children and Youth Affairs	December 2010	6	
41	St. Patrick's Institution will continue to be inspected by the Inspector of Prisons having regard to his statutory remit. The Inspector may, if considered necessary, invite the HIQA to advise on matters of child welfare in the discharge of this function.	Department of Justice and Law Reform	ongoing	Complete – inspections ongoing	The Inspector of Prisons published a “Juvenile Supplement” to the “Standards for the Inspection of Prisons in Ireland” on 1 <sup>st</sup> Sept. 2009. These standards, as outlined in the foreword to the documents, have been developed because “ <i>in accordance with international best practice a juvenile in detention requires treatment different to that afforded to adult offenders...</i> ”
42	The SSI will develop standards and **commence inspection of child protection and welfare services.	Health Information and Quality Authority	by February 2011 ** by Sept 2011	Linked to Action 39	HIQA has commenced the development of standards for child protection and is in the process of recruiting inspectors to support the monitoring and inspection of child protection and welfare standards for Q 4 of 2011. HIQA has established an advisory group to advise on the development of the standards.  See also update for Action 39.

**PART 4 – MANAGEMENT OF CHILDREN’S SERVICES**

**4.1 Management accountability for service quality**

No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
43	The HSE will carry out an audit of all resources, financial and staff, directed at child and family services and at children in care services across regions and statutory and non-statutory agencies.	HSE	By February 2010	New target date Q4 2011	The HSE is to conduct in 2011 an audit of all resources, both financial and staffing, across non-statutory funded services. A Working Group is being convened to progress this work with data to be gathered in Q3 and analysed in Q4. In addition a Review of Capacity of Alternative Care Services commenced in April and includes an audit of children in Care.
44	The HSE will direct resources equitably on the basis of need and level of deprivation, irrespective of geographical area or organisation. It will report progress on this action to the OMYCA annually.	HSE	ongoing from 2010	New target date Q3 2011	The HSE has commissioned external consultants to review the capacity for Alternative Care. This research project commenced in March 2011 and will provide essential information to improve the planning of services for children in need of care. The research project has provided an interim report in regard to Special Care and High Support Services. The research project is ongoing. Within the ongoing reform programme for Children and Families Services there is a commitment to establish a funding formula based on child population, deprivation and sparsity.
45	The HSE will act to reform its management structures following the review it commissioned in July 2009 to ensure a transparent and accountable management system.	HSE	December 2010	Partially complete. New target date for full completion Q1 2012	A National Director has been appointed to lead the Children and Family Services Change Programme. The National Director for children and families will shortly begin consultation on an extensive two year change programme to modernise public service delivery of children’s social care in Ireland. A Children and Family Services Change Programme is being developed with proposals to rationalise the management arrangements in light of the government’s intention to establish Children and Family Services as part of a separated agency.  Discussions are on-going with the Department of Children and Youth Affairs, staff representative bodies and stakeholder agencies.

46	All agencies providing services to children and families will measure managers' performance against adherence to statutory requirements and overall service delivery through performance management systems.	Department of Children and Youth Affairs (all agencies)	by July 2011	Complete	DCYA is monitoring the delivery of this action. It is being progressed by the HSE through its Agency Business Planning process and through performance review, including the development of a revised template for the preparation of Reports of Service Adequacy under Section 8 of the Child Care Act 1991. The issue was examined by the IYJS and a report has been completed. An implementation plan is now being developed.
47	Management will ensure that all staff are appropriately vetted, including high standards for the take-up of references.	Department of Children and Youth Affairs (all agencies)	ongoing	Complete	Vetting of staff is undertaken through the Garda Central Vetting Unit and is kept under review by the HSE. New legislation is being developed which will put vetting on a statutory footing.  An IYJS vetting policy is in place and being implemented.
48	The HSE will systematically plan to ensure that appropriate placements are available for children in care.	HSE	ongoing	Complete	The HSE has commissioned external consultants to undertake a review of the capacity for alternative care. This research project commenced in March 2011 and will provide essential information to enable the planning of services for children in need of care. The research project has provided an interim report in regard to Special Care and High Support Services. The research project is ongoing.
49	The HSE will provide additional support, training, respite and resources to foster carers where children with significant difficulties are placed in order to sustain the placement.	HSE	ongoing	Linked to actions 12 and 13	See Actions 12 and 13  Foster care placements are provided with a wide range of supports and therapeutic interventions on a case by case basis by social workers and social care workers from Social Work Departments. Some placements need the input of additional specialist services including Child and Adolescent Mental Health Service, Psychology, Speech and Language Therapy, Occupational Therapy and a wide range of medical services. Additional education supports are

					provided in liaison with the Department of Education and Skills, the VEC and the National Educational Psychological Service.



50	The HSE will establish a mandatory year of limited caseload, supervision and support for newly qualified social workers and will consider the rotation of social workers across children in care, child protection and child welfare teams.	HSE	By January 2011	Complete	<p>The <i>Induction of Social Workers: A Policy and Guidelines for Children and Families Social Services</i> (HSE, 2010) provides guidance on the management of caseloads by recommending limited caseloads, supervision and support for the newly qualified social worker. The Induction Policy was signed off for implementation in December 2010 and is due to reviewed and evaluated before the end of Q4, 2011.</p> <p>Following the evaluation of the <i>Induction of Social Workers: A Policy and Guidelines for Children and Families Social Services</i> (HSE, 2010) and the feedback on the implementation of the guidance on the management of caseloads, it is proposed that a project be established to develop a caseload management system and appropriate rotation for newly qualified social workers.</p> <p>A standardised training programme in supervision has been developed. An implementation plan for this training is in the process of being developed. The HSE policy <i>Staff Supervision Policy</i> (2009) will be reviewed as part of this process.</p>
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51	All agencies providing services to children and families will provide ongoing professional development through training programmes for all staff.	Office of the Minister for Children and Youth Affairs (all agencies)	by December 2010	Complete	<p>The HSE will continue to provide training programmes for staff within current resources and the provision of ongoing professional development will be a requirement in the Service Level Agreements with agencies. Training to external agencies providing services to children and families is provided by the Children First Information and Advice Service through the provision of the Keeping Safe Initiative. (HSE – see also action 90))</p> <p>Ongoing training provided to staff in children detention schools (e.g. behaviour management). A comprehensive Training Skills/Needs Analysis has also taken place among all staff (at all levels) in the Children Detention Schools. Future training programmes will be developed based on the identified needs. (IYJS)</p>
52	The HSE will put in place a system to provide social work students with the practice placements required as part of their training, both undergraduate and postgraduate.	HSE	By March 2010	New target date Q4 2011	<p>The HSE has commenced a project “<i>Social Work Practice Placements</i>”. The deliverables of this project which is scheduled for completion in Q4, 2011 are:</p> <ul style="list-style-type: none"> <li>• designing a framework to support social work practice placements in the HSE for the management of the annual supply of practice placements.</li> <li>• implementing social work practice placement standards</li> </ul>

53	The HSE will ensure full compliance with statutory complaints procedures.	HSE	ongoing	Complete	The HSE complaints policy 'Your Service Your Say' is fully operational. Complaints Officers have been given delegation orders and are trained. In addition, work is completed on specific actions in relation to engaging with children and young people to ensure that the HSE is targeting those groups who may find it difficult to raise concerns. Information on this initiative is available on the HSE website and is being supported by information sessions.
54	The HSE will undertake research on staff retention issues in social work.	HSE	By December 2010	Complete	The HSE commenced a study by UCD entitled " <i>The Retention of Social Workers in the Health Services: An Evidence Based Assessment (2011)</i> " Findings of the study will be disseminated in Q3, 2011 and are being addressed through a range of projects including: <ul style="list-style-type: none"> <li>• <i>Staff Supervision,</i></li> <li>• <i>Induction,</i></li> <li>• <i>Social Work Practice Placements</i></li> </ul>
55	The HSE will put in place mechanisms to better utilise the role of senior practitioner within child protection.	HSE	By June 2010	New target date end 2011	The HSE will review the role of senior practitioners as part of its strategic review of the Delivery and Management of Services. There is a commitment to further consultation on the support arrangements for front line staff. This will take place after the appointment of the ISA Managers in late 2011.

#### 4.2 Communication in child care services

No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
56	The HSE and local authorities will continue to establish and implement Children's Services Committees in each county nationwide.	HSE	ongoing	On target	At present 4 Children's Services Committees (CSC's) are in place and 10 are being established / committed to. In 2007, 4 CSC's were established in Dublin City, South County Dublin, Limerick City and Donegal. Workplans were developed and are being implemented. The Department of Children and Youth Affairs and the HSE invited applications from all HSE Local Health Managers in 2008 and six new sites (Kerry, Fingal, Kildare, Longford/Westmeath, Carlow and Louth) are commencing establishment of a CSC within their area. This is being informed by the learning from the initial 4 sites. In February 2011, applications were received by the Department of Children and Youth Affairs from 4 additional sites (Wicklow, Waterford, South Tipperary and Sligo/Leitrim). There is a target of having 20+ CSCs in place by the end of 2012 with full implementation by 2016.
57	The OMCYA will consider legislation to provide for a duty to share information in the best interests of children between agencies, specifically between support services for adults and the HSE child protection social workers.	Office of the Minister for Children and Youth Affairs	ongoing	On target	The Department of Children and Youth Affairs is developing policy to underpin the preparation of this legislation. The legislation will underpin the creation of the new Children First National Guidance.

#### 4.3 Consistent care figure

No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
58	It has already been decided that the HSE will fill up to 270 social work posts currently vacant. This initiative will be targeted at the area of child protection and children in care in order to fulfil its statutory obligations. The need to recruit further additional social workers will be considered in the light of progress made in delivering necessary reforms in the area of child welfare and protection.	Office of the Minister for Children and Youth Affairs, HSE	ongoing, during 2009-2011	On target	<p>The HSE has completed the recruitment of 200 additional social workers. The National Service Plan includes provision for the recruitment of an additional 60 social workers in 2011. The remaining 10 social work staff required to complete this action will be recruited in 2012.</p> <p>In addition to the recruitment of additional staff the HSE has been filling the vacancies which have arisen due to individuals leaving the service or taking up posts elsewhere in the service.</p>
59	Where appropriate, the HSE will convert existing temporary child protection social work posts to permanent positions.	HSE	by July 2010	Complete	This action has been completed in conjunction with action 58.
60	The HSE will ensure that all children in care have an allocated social worker and a care plan that is developed and reviewed, as laid out in regulation and national standards.	HSE	ongoing	Full compliance targeted in HSE National Service Plan 2011	<p>See action 33.</p> <p>200 additional social workers recruited in 2010. 60 additional social workers will be recruited in 2011. The HSE National Service Plan for 2011 commits to full compliance with this requirement.</p>

61	The HSE will carry out funding and management reforms to provide an equitable and effective service to children in care and at risk.	HSE	by July 2011	Reform process ongoing	The National Director for Children and Families is leading an extensive two year change programme to modernise public service delivery of children's social care Services. The HSE is also committed in the National Service Plan to undertaking an audit of resources (financial and staff) across HSE and funded agencies delivering the children and families programme.
62	The HSE will review the working hours of its staff and those of funded agencies.	HSE	by July 2010	Complete – issues remain under constant revision	This action will be progressed in the context of the 'Croke Park' public service agreement. The Terms and Conditions of newly recruited Children and Family Services staff now contain the following section: <b><u>“Required Hours of Attendance</u></b> The standard weekly working hours of attendance for your grade are XX hours per week. The normal weekly working hours are XX hours. Contracted hours which are less than the standard weekly working hours for your grade will be paid pro rata to the full time equivalent. You will be required to work the agreed roster/on call arrangements advised to you by your line manager. Your contracted hours of work are liable to change between 8am-8pm over 7 days to meet the requirements for the extended day services in accordance with the terms of the Framework Agreement. Where you are required to work unsocial hours and/or night duty you will be remunerated at the nationally approved rates for your grade. You may be required to work overtime, remuneration for which will be in line with nationally approved rates for your grade.”
63	The HSE will ensure that social workers who are allocated to children whom the Courts place in detention continue to work in partnership with the children detention schools in care planning.	HSE	ongoing	Complete – issue remains under ongoing review	The IYJS and HSE have drafted a protocol for how social workers and children detention schools can work together. This should be approved by December 2011.

#### 4.4 Access to support services for children in care

No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
64	The HSE will ensure the provision of aftercare services for children leaving care in all instances where the professional judgement of the allocated social worker determines it is required.	HSE	by November 2009	Complete	<p>Section 45 of the Child Care Act 1991 places a statutory duty on the HSE to form a view on each young person leaving care as to whether there is a 'need for assistance' and, if it forms such a view, to provide services in accordance with the legislation. The Minister for Children and Youth Affairs, directed the HSE to formulate and put in place appropriate administrative policies, procedures and guidance to implement this requirement. The HSE has committed to compliance with Section 45 and the Ministerial direction in the National Service Plan for 2011.</p> <p>The HSE has confirmed that after care services are provided where these are identified in statutory Care Plans. It has developed a National Aftercare Policy and an Implementation Group is being established.</p>
65	The HSE will, with their consent, conduct a longitudinal study to follow young people who leave care for 10 years, to map their transition to adulthood.	HSE	Starting in 2010	New target date Q4, 2011	<p>The HSE has engaged the services of NUIG to carry out a scoping process on this study and to advise on how best to progress this action.</p> <p>The scoping process will provide specialist technical and research advice regarding the undertaking of longitudinal study.</p>
66	The HSE and the Department of the Environment, Heritage and Local Government will review the approach to prioritising identified 'at risk' young people leaving care and requiring local authority housing.	HSE, Department of Environment, Heritage and Local Government	By December 2010	New target date Q3 2011	This action is being progressed under the auspices of the HSE Aftercare implementation group. The group will provide a progress report by end Q3, 2011.
67	The HSE will ensure that care plans include aftercare planning for all young	HSE	By June 2010	Complete	This action is being progressed in the context of the new HSE Care Planning Policy.

	people of 16 years and older.				
68	The HSE will ensure that aftercare planning identifies key workers in other health services to which a young person is referred, for example, disability and mental health services.	HSE	By June 2010	Complete – linked to Action 64	See Action 64
69	The OMCYA, in conjunction with the HSE, will consider how best to provide necessary once-off supports for care leavers to gain practical life-long skills.	Office of the Minister for Children and Youth Affairs, HSE	By June 2010	Complete – linked to Action 64	See Action 64. In addition, the HSE is addressing this action through its representation on the Youth Justice Strategy Oversight Group.



4.5 Family contact for children in care					
No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
70	The HSE will ensure that all children in care have an allocated social worker (as per Recommendation 10, Action 33).	HSE	By December 2010	Full compliance targeted in NSP 2011	The recruitment of 200 additional social workers by the HSE and the commitment to the recruitment of a further 60 social workers in 2011 is designed to address this action. In April 2011 there were 6122 children in care and 94.6% of all children in care had an allocated Social Worker. This is in comparison to March 2010 where there were 5771 children in care with 86.4% with an allocated Social Worker
71	The HSE will ensure that the care plan should reflect the updated plan for contact with family members. It should be reviewed specifically for the possibility of contact with the extended family.	HSE	ongoing	Complete	The HSE Care Planning Process has been reviewed. A standardised care plan is being implemented nationally which reflects the updated plans for contact with family members. It is reviewed in line with regulations and standards, to include contact with extended family.
72	The HSE will ensure that where siblings have needs that cannot be met within the one placement at a particular time, the care plan should review on a regular basis current circumstances to see if a joint placement is in the interests of all the children in the future. Siblings who live apart should have planned visits and holidays together other than in exceptional circumstances where it is not in the best interest of a child to do so and these reasons are formally recorded.	HSE	ongoing	Complete	The HSE Care Planning Process has been reviewed. This action has been referred to the HSE National Alternative Care Co-ordination Group for development of a national protocol with regard to the placement needs of sibling groups.
73	The HSE will actively review the impact of placement distance from family and community on a child's ongoing relationship and contact with their family,	HSE	ongoing	Complete	The HSE has commissioned external consultants to undertake a review of the capacity for Alternative Care. This research project commenced in March 2011 and will provide essential information to enable the planning of services for

	<p>and if the placement goes ahead, will put in place a specific plan to facilitate ongoing contact.</p>				<p>children in need of Care. The Review includes an Audit of all children in Care and a detailed Audit of those children with additional needs who meet a set of criteria including <b>Distance of placement from home</b> -Within 30 km of child's home community-Within 60 km of child's home community-More than 60km from home. The research project has provided an interim report in regard to Special Care and High Support Services. The research project is ongoing.</p>
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#### 4.6 Personal Records

No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
74	All records of children in care and in detention will be kept to good standard and will include details of any child who goes missing in care.	HSE, Irish Youth Justice Service	ongoing	Linked to Action 75	<p>See also action 75. The Health Information and Quality Authority have found that improvements are required in the records of children in care especially relating to findings during foster care inspections. Specific recommendations have been made by HIQA to address these findings. Children's records in detention centres were found to be kept at a good standard. The Health Service Executive are collating information at the request of HIQA on the numbers of children missing from care for the first six months of 2011.</p> <p>The HSE's Standard Business Processes will include a module of standardised record keeping processes and practice to ensure that records of children in Foster and Relative Care are kept to a good standard. The protocol between the HSE and Gardaí for children missing from care is being further reviewed and amended in 2011.</p>
75	The HSE will facilitate the development of a national archive, to be managed professionally, for the records of all children in care.	HSE	by December 2010	New target date Q4 2011	A project plan for archiving records of all children in care is to be completed by the HSE IN Q4, 2011. This action is provided for in the National Service Plan, 2011.
76	The HSE will ensure that records created in non-statutory agencies are secured in its national archive.	HSE	by July 2011	Linked to action 75	See Action 75.
77	The HSE will ensure that records of children in care will include relevant memorabilia, such as is kept in family homes, until the child is an adult and decides what he or she wants to keep.	HSE	ongoing	Linked to action 75	See Action 75.

78	The IYJS will ensure that children's records created in the detention schools are securely archived.	Irish Youth Justice Service	by July 2010	Complete	This action is complete.
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**PART 5 – VOICE OF THE CHILD**

**5.1 Communication with children in care**

No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
79	All children and young people in care will have an allocated social worker (as per Recommendation 10, Action 33).	HSE	by December 2010	linked to various actions	See Actions 33 and 70.
80	In the context of the CAAB report on Guardians ad Litem, the Minister for Children and Youth Affairs will engage with ministerial colleagues to agree a future policy of management and funding of the service.	Office of the Minister for Children and Youth Affairs	by May 2010	New target date end 2011	Discussions are ongoing to further this action and an organisational plan and implementation framework have been developed.
81	The HSE will arrange for 'exit interviews' to be conducted with children on changing placements and on leaving care. These interviews should be formally recorded and should be considered, both individually and collectively, in the planning and delivery of services.	HSE	By September 2009	New target date Q4, 2011	<p>This action is provided for in the HSE National Service Plan, 2011 and is now due for completion in Q4, 2011.</p> <p>HSE Dublin North East in conjunction with EPIC, formerly the Irish Association of Young People in Care, have established an “End of Care Interviews” working group.</p> <p>The working group have devised a leaving care exit interview procedure for young people turning 18 years of age who are due to leave statutory care and have a minimum of 3months care experience.</p> <p>This pilot project will be used to inform the national roll out of End of Care Interviews with young people when they are leaving care. The pilot is on-going.</p> <p>The outcome of the pilot will produce two reports :</p> <ol style="list-style-type: none"> <li>1. A report on the process of the exit interviews</li> <li>2. A report on the outcome of the interviews and the learning to be gained.</li> </ol>

82	The HSE and IYJS will ensure that all young people in care and detention are made aware of the work of IAYPIC and will support children should they wish to contact or become involved with the service.	HSE, Irish Youth Justice Service	by December 2009	Complete – IAYPIC now re-named EPIC.	<p>This action is complete.</p> <p>The HSE has instructed all managers to ensure that all young people in care are made aware of the work of EPIC and that they will be supported should they wish to contact or become involved with the service. This requirement will also be included in Care Plans. EPIC are also represented on the Aftercare Implementation Group.</p> <p>In the IYJS, information on the work of EPIC is included in an information booklet given to each young person on admission.</p>
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83	<p>The OMCYA will conduct a consultation exercise with children and young people in the care of the State. A working committee will examine methods of communicating with young people in care and detention settings, and ways of establishing permanent forums, with findings to be published.</p>	Office of the Minister for Children and Youth Affairs	by September 2010	Complete	<p>This action has been progressed. Children and young people in long-term, non-episodic State care or detention under the Child Care Act (1991) or the Children Act (2001) in the following care settings were included in the consultation process:</p> <ul style="list-style-type: none"> <li>- Foster care (8-12 year olds and 13-18 year olds)</li> <li>- Residential care and special care</li> <li>- Children with disabilities living in care</li> <li>- Detention Schools</li> <li>- St Patrick's Institution</li> <li>- Separated children seeking asylum</li> <li>- Young people who have recently left the care system</li> </ul> <p>The remit was extended to include children with disabilities who are in full or part time care and not necessarily in the care of the State.</p> <p>The aims and objectives of the consultations were to get the views of children and young people in the care of the State on the issues that really matter to them and on which they would like to be heard; to explore existing mechanisms for children and young people to express their views and to make recommendations on future structures to be established for children and young people to express their views.</p> <p>The consultations commenced in January 2010 and concluded in December 2010. Over 200 children and young people took part in consultations session. A report of the consultations and a child/youth-friendly version of the report have been compiled and will be launched by the Minister for Children and Youth Affairs in July 2011. The consultation process was being spearheaded by the Department of Children and Youth Affairs, in co-operation with key stakeholders including, young people who themselves live in the care of the State, the HSE, HIQA, the Irish Youth Justice Service (IYJS), the EPIC, the Probation Service and other key stakeholders. These bodies are represented on the consultation oversight committee.</p>
84	<p>The HSE will arrange for exit interviews with personnel leaving child protection and residential care in order to better understand issues of staff retention.</p>	HSE	by September 2009	New target date Q3 2011	<p>A review group has been established to progress this action</p>

**PART 6 – CHILDREN FIRST**

**6.1 Revised Guidelines and legislation**

No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
85	Legislation will be drafted to provide that all staff employed by the State and staff employed in agencies in receipt of funding from the Exchequer will have: a duty to comply with the Children First national guidelines; a duty to share relevant information in the best interests of the child (as per Recommendation 14, Action 56); a duty to cooperate with other relevant services in the best interests of the child.	Office of the Minister for Children and Youth Affairs	by December 2010	Government has approved preparation of Heads of Bill	The Minister for Children and Youth Affairs has committed to the introduction of legislation to underpin Children First and her Department is developing a detailed policy position which will inform the preparation of this legislation.
86	The OMYCA will publish a revised edition of Children First.	Office of the Minister for Children and Youth Affairs	by December 2009	Complete	The Children First National Guidelines (1999) were revised and updated in 2009 in accordance with this action. The Guidelines have been further strengthened in the interim and are being published in July 2011
87	The HIQA will develop outcome-based standards for child protection services.	Health Information and Quality Authority	by December 2010	New target date Q1 2012	<p>The Social Services Inspectorate of HIQA has devised a project plan for development of the child protection standards.</p> <p>The Children's Rights Alliance and the National Youth Council of Ireland have been invited by HIQA to participate on an advisory group on the development of a set of National Standards for the Protection and Welfare of Children. A public consultation will be held on the draft standards in autumn 2011.</p> <p>See actions 39 &amp; 42</p>
88	Compliance with the Children First national guidelines will be linked to all	Health Information	by December	Government has approved	This action is being progressed by the Department of Children and Youth Affairs as part of the development of legislation and an implementation assurance



	relevant inspection processes across the education, health and justice sectors.	and Quality Authority, Department of Education and Skills, Department of Justice and Law Reform	2011	preparation of Heads of Bill.	framework to support Children First.
89	Children First should be uniformly and consistently implemented throughout the State.	Office of the Minister for Children and Youth Affairs (all agencies)	ongoing	Linked to Action 88	This Action is being addressed as part of the development of the Children First underpinning legislation and Implementation Framework referred to at Action 88.

**PART 7 – ADDITIONAL ISSUES NOT SPECIFICALLY COVERED IN THE COMMISSION’S RECOMMENDATIONS**

**7.1 Training issues**

No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
90	The HSE/OMCYA will engage with the Health and Social Care Professionals Council regarding content of qualifying and post-qualifying courses. Similar engagement will take place with other education/accreditation bodies of relevant professionals across the areas of health, education and justice.	HSE, Office of the Minister for Children and Youth Affairs, Health and Social Care Professionals Council	by June 2010	Complete – engagement ongoing	The HSE is working with relevant stakeholders in relation to the content of qualifying and post-qualifying courses. It has established an Education, Training, Research & Policy National Advisory Group for Children and Family Services including representation from the Health and Social Care Professionals Council and education bodies. The Terms of Reference include the provision of advice on aligning relevant education, training, research, policy and practice initiatives.
91	Continuing professional development (CPD) will be prioritised by all employers in the health, education and justice sectors for their staff working with children and families.	HSE, Department of Education and Skills, Department of Justice and Law Reform	ongoing	Complete – CPD will remain an ongoing issue in all agencies	<ul style="list-style-type: none"> <li>• The HSE is addressing the continuing professional development needs of staff through its child care training units and it will ensure that this is provided in a standardised and quality assured manner through the development and implementation of the <i>Children and Family Services Workforce Development Strategy</i>. It will also work with the Health and Social Care Professional’s Council and CORU to develop appropriate programmes. See also Action 90.</li> <li>• The Department of Education and Skills funds a range of continuing professional development programmes which address child protection issues.</li> <li>• In the case of the Irish Youth Justice Service priorities in this area will be informed by identified needs arising from the Training Needs/Skills Analysis. – see action 51.</li> </ul>

92	Training will be provided for professional staff moving into management positions in the health, education and justice sectors.	HSE, Department of Education and Skills, Department of Justice and Law Reform	ongoing	Complete – engagement ongoing	<ul style="list-style-type: none"> <li>• The HSE, in partnership with HR Learning and Development has developed and is currently rolling out a standardised leadership development programme for first time managers or those who require management training.</li> <li>• In the case of the Irish Youth Justice Service training is provided as required.</li> <li>• The Department of Education and Skills has provided training in child protection for designated and deputy designated liaison persons in schools and to new staff moving into management positions. Following the new revised guidelines to schools, an assessment of the training needs will be made and further training will be provided if required.</li> </ul>
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7.2 Out of hours services					
No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
93	The HSE will put in place a national out-of-hours crisis intervention social work service, built into the existing HSE out-of-hours service. This will be piloted initially in two areas of the country.	HSE	ongoing	Complete	This action is provided for in the National Service Plan, 2011. Two pilot projects are being progressed, one in Donegal and the other in Cork. The pilot site in Donegal became operational on 04.04.2011. The pilot site in Cork will commence operations in August 2011. The outcome of these two pilot projects, along with information from operation of the Emergency Place of Safety Service, will inform a decision on a wider rollout of this service. These pilots will be evaluated in 2011.
7.3 HSE service arrangements with non-statutory agencies					
No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
94	The HSE will undertake a national review of all service arrangements in the area of children's services to ensure that: they comply with Children First; the purpose and priorities of the service fit with the HSE's legislative requirements and operational priorities to provide services to protect and support children at risk and children in care and detention.	HSE	by June 2010	Complete – monitoring of compliance will be ongoing	<p>One of the key priorities for Children and Families per the National Service Plan, 2011 is the need to meet all statutory requirements and agreed standards.</p> <p>The HSE is in the process of establishing a National Office for Children First. It has also established working groups on polices, procedures and training to ensure that Children First compliance is enhanced. The findings of the various reviews of Children First will be integrated by the HSE into a national Implementation framework. Serious Case reviews are being managed under the National review Panel established in 2010 (see action 36).</p> <p>All service level arrangements will be reviewed by the HSE ensure that compliance with Children First will be a requirement for all contracted services. This action will be further enhanced when Children First is placed on a statutory footing.</p>
95	In instances of part-funding, the HSE will convene meetings with all funding agencies to agree service priorities.	HSE	by June 2010	Complete	With the introduction of a new template for service level agreements all arrangements with funded agencies are being revisited by the HSE to ensure compliance with this action.

#### 7.4 Children court issues

No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
96	It is recommended that the Courts Service conduct research into other jurisdictions that have best practice in place for the management of children and family services in the Court, with a view to introducing best practice in this area to this jurisdiction.	Dept Justice and Law Reform (Courts Service)	by December 2010	Complete	The Courts Service previously advised that due to resource constraints it had not been possible to commence formal research into the management of children and family court services in other jurisdictions. The Service re-iterated its commitment to progressing this action when the necessary resources become available. The Courts Service further stated that it is conscious of the needs of all court users, especially young people, whose future may be significantly affected by the court experience. Every effort will continue to be made to ensure that the best possible service is provided by the courts. The Minister for Children and Youth Affairs is raising this issue again with the new Minister for Justice, Equality and Defence.

#### 7.5 Assessments of alleged perpetrators

No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
97	The HSE will implement the recommendations of the 2007 Report of the Working Group on Treatment Services for Persons with Sexually Abusive Behaviour.	HSE	by December 2010	New target date Q4 2011	Implementation of this action is provided for in the HSE National Service Plan, 2011. The necessary funding has been provided to progress implementation. The recruitment of 8 additional staff is due to commence in Q3, 2011 and a Steering Committee will convene in September 2011.

#### 7.6 Adoption

No.	Action	Department, Agency Responsible	Time frame	Status	Current Position
98	The Government will consider the options in relation to adoption policy in the context	Office of the Minister for	ongoing	On target	The Programme for Government 2011 states that the referendum on Children's

	of the outcome of deliberations by the Joint Oireachtas Committee on the Constitutional Amendment for Children (JCCAC) , to report by 16th October 2009.	Children and Youth Affairs			<p>Rights is a priority, and that the wording will be along the lines of that proposed by the All Party Oireachtas Committee. On taking office, the Minister for Children and Youth Affairs commenced discussions with the Attorney General, with a view to preparing a draft wording which will more closely reflect the work of the Committee, than that which the previous Government approved in draft form.</p> <p>Included in the draft wording will be proposal for a constitutional amendment in relation to adoption</p>
<b>7.7 Public awareness</b>					
<b>No.</b>	<b>Action</b>	<b>Department, Agency Responsible</b>	<b>Time frame</b>	<b>Status</b>	<b>Current Position</b>
99	The HSE will expedite the production and circulation of the Worried about a Child booklet.	HSE	by December 2009	New target date Q3 2011	The HSE is developing a practice guide for practitioners which will accompany the revised Children First. The need for additional public guidance will be determined as part of the ongoing process of implementing Children First across all sectors.