

Private and Confidential

Review of Safeguarding Practice

in the

Archdiocese of Dublin

undertaken by

The National Board for Safeguarding Children in the

Catholic Church in Ireland (NBSCCCI)

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of the Archbishop of Dublin**

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Background

The National Board for Safeguarding Children in the Catholic Church in Ireland (NBSCCCI) was asked by the Sponsoring Bodies, namely the Episcopal Conference, the Conference of Religious of Ireland and the Irish Missionary Union, to undertake a comprehensive review of safeguarding practice within and across all the Church authorities on the island of Ireland. The purpose of the review is to confirm that current safeguarding practice complies with the standards set down within the guidance issued by the Sponsoring Bodies in February 2009 and that all known allegations and concerns had been appropriately dealt with. To achieve this task, safeguarding practice in each Church authority is to be reviewed through an examination of case records and through interviews with key personnel involved both within and external to a diocese or other authority.

This report contains the findings of the *Review of Safeguarding Practice within the Archdiocese of Dublin* undertaken by the NBSCCCI in line with the request made to it by the Sponsoring Bodies. The review took place over four days, from January 28th 2014 to January 31st 2014. It is based upon the case material made available to the NBSCCCI by the archbishop, along with interviews with selected key personnel who contribute to safeguarding within the archdiocese. The NBSCCCI believes that all relevant documentation for these cases was passed to the reviewers, and the Archbishop of Dublin has confirmed this.

The findings of the review have been shared with a reference group before being submitted to the archbishop, along with any recommendations arising from the findings.

Introduction

The Diocese of Dublin was established in 633 AD, and it became the Archdiocese of Dublin in 1152 AD. The Archdiocese of Dublin is the largest Church authority and diocesan unit on the island of Ireland. It is a Metropolitan See, to which the dioceses of Ferns, Kildare and Leighlin and Ossory are Suffragan Dioceses. The archdiocese covers an area of 3,184 square kilometres (1,119 square miles), which contains the City of Dublin, most of the county of Dublin, County Wicklow and parts of counties of Carlow, Kildare, Laois and Wexford. According to the <http://www.catholic-hierarchy.org> website, the archdiocese had a Catholic population of approximately 1,292,000 in 2006. At that time there were 539 diocesan priests serving in the archdiocese who were ministering in 200 parishes, including the ‘virtual’ parish for Traveller families, across 16 deaneries

The period normally covered by a review is from 01/01/1975 to the last day of the month preceding the fieldwork, in this case, 31/12/2013. In this time span there have been four archbishops of Dublin, Archbishop Dermot Ryan, who served from 29/12/1971 to 01/09/1984, Archbishop Kevin McNamara, who was in post from 15/11/1984 until he died on 08/04/1987, Archbishop Cardinal Desmond Connell, who was in charge of the archdiocese from 21/01/1988 until his retirement on 26/04/2004 and the serving ordinary, Archbishop Dermot Martin, who succeeded Dr. Connell on 26/04/2004. Archbishop Martin had been appointed as Coadjutor Archbishop on 03/05/2003. Archbishop Martin is assisted by two auxiliary bishops, Bishop Eamonn Walsh and Bishop Raymond Field.

The Dublin Archdiocese Commission of Investigation

The Commission of Investigation Report into the Catholic Archdiocese of Dublin was completed in July 2009 and published in November of that year. The Department of Justice and Equality website - <http://www.justice.ie> – carries a detailed account of the establishment of the Dublin Commission. It was set up by order of the Government on 28/03/2006, under the chairmanship of Ms. Justice Yvonne Murphy, in order to investigate the handling of a representative sample of complaints of child sexual abuse made against priests who were serving or had served the Archdiocese of Dublin in the period from 01/01/1975 to 01/05/2004. The Commission looked at the cases of 46 priests that it had selected from the 172 named priests and 11 unnamed priests about whom it had received information. Having examined all of this referral information, the Commission decided that 102 of the 172 named priests came within its remit. It could not adequately address any case where the priest had not been identified by a complainant. Of the 46 priests examined, 34 were priests of the Archdiocese of Dublin,

11 were members of religious orders who worked within the archdiocese and one was a priest of a diocese outside Ireland.

The report named 11 of these priests whose situations were already part of the public record and the other 35 priests were discussed under pseudonyms. It estimates that in excess of 320 complaints in total were received in relation to the 46 priests whose cases were examined. The Dublin Commission established that one priest was the subject of a false allegation, and two further priests had no actual complaints made about them, even though there had been some level of concern expressed about them.

Due to legal considerations, two chapters of the Commission's report were not allowed by the High Court to be published at the same time as the bulk of the report, but the Commission released a Supplementary Report in December 2010. On 12/07/2013, the Department of Justice and Equality reissued Chapter 20 of the Commission's report, to allow material to be published that had been withheld for legal reasons up until that time.

This National Board for Safeguarding Children in the Catholic Church in Ireland's (NBSCCCI) review does not revisit the work of the Dublin Archdiocese Commission of Investigation, but of necessity it has to consider what has happened since the work of that body was initiated. Therefore, the period covered by this review is the same as all other reviews, i.e. relating to any cases not included by the Commission, 1974 up to the date of the review and for any cases examined by the Commission, only information from 01/05/2004 up to the period of the review was considered. This review however has to have regard to the findings of the Dublin Commission report. Those findings are extensive, but are presented in summary form in paragraph 1.15 on page 4 of that lengthy report:

The Dublin Archdiocese's pre-occupations in dealing with cases of child sexual abuse, at least until the mid 1990s, were the maintenance of secrecy, the avoidance of scandal, the protection of the reputation of the Church, and the preservation of its assets. All other considerations, including the welfare of children and justice for victims, were subordinated to these priorities. The Archdiocese did not implement its own canon law rules and did its best to avoid any application of the law of the State.¹

¹ Dublin Archdiocese Commission of Investigation, p. 4

Before November 1995, the Archdiocese of Dublin did not report allegations or suspicions of child sexual abuse by priests to An Garda Síochána. The Catholic Church in Ireland had first issued guidance on the management of concerns about the sexual abuse of children by clergy in 1996, when the *Child Sexual Abuse - Framework for a Church Response* was published.²

The Commission's report acknowledges that this Catholic Church guidance did have an observable impact.

1.16 The situation improved from the start of the implementation of the *Framework Document* in 1996. However, it took some time for the structures and procedures outlined in that document to be fully implemented. In particular, its provisions on support services for complainants were not fully implemented until the establishment of the Child Protection Service within the Archdiocese in 2003. This failure caused added distress to complainants. The Commission is satisfied that there are effective structures and procedures currently in operation. In particular, the Commission is satisfied that all complaints of clerical child sexual abuse made to the Archdiocese and other Church authorities are now reported to the Gardaí. There is no legal requirement for such reporting but the Commission considers that the Gardaí are the appropriate people to deal with complaints. While acknowledging that the current archdiocesan structures and procedures are working well, the Commission is concerned that those structures and procedures are heavily dependent on the commitment and effectiveness of two people – the Archbishop and the Director of the Child Protection Service. The current Archbishop and Director are clearly committed and effective but institutional structures need to be sufficiently embedded to ensure that they survive uncommitted or ineffective personnel.³

The remit of the Dublin Commission ran to May 1st 2004. This review therefore has examined those concerns, suspicions and allegations of child sexual abuse by priests considered by the Commission that have arisen in the Archdiocese of Dublin since 01/05/2004 and any other case not examined since 1974. Some of these relate to priests who have already been considered by the Dublin Commission, but these further concerns, suspicions or allegations have only come to the attention of the archdiocese since 01/05/2004. (By the time of publication of its final report, the Dublin Commission noted

² Child Sexual Abuse - Framework for a Church Response Report of the Irish Catholic Bishops' Advisory Committee on Child Sexual Abuse by Priests and Religious

³ Dublin Archdiocese Commission of Investigation, p. 4

that a further 130 complaints against priests operating under the aegis of the Dublin Archdiocese have been made since May 2004⁴).

On the 20th February 2011, Archbishop led a Liturgy of Lament and Repentance for the sexual abuse of children by priests and religious in St Mary's Pro-Cathedral, Dublin. In his homily at this special Mass, Archbishop Martin stated that:

*The Archdiocese of Dublin will never be the same again. It will always bear this wound within it. The Archdiocese of Dublin can never rest until the day in which the last victim has found his or her peace and he or she can rejoice in being fully the person that God in his plan wants them to be.*⁵

Reviews

The purpose of this review is set out within the Terms of Reference that are appended to this report. It seeks to examine how case management practice conforms to expected standards in the Church, both at the time an allegation was received and currently. Just as importantly, the review evaluates the efforts that have been made to create safe environments for children to ensure their current and future safety. To achieve these two objectives, the review process uses the seven standards outlined within the 2009 *Safeguarding Children: Standards and Guidance Document for the Catholic Church in Ireland* as an assessment framework.

The review was initiated through the signing of a data protection deed, allowing full access by review fieldwork staff from to all case management and diocesan records. This access does not constitute disclosure as the reviewers through the deed were deemed to be nominated data processors of the material for Archbishop Martin.

The current review takes account of the 2009 / 2010 Report by the Commission of Investigation into Catholic Archdiocese of Dublin, but will not repeat the work of that examination of practice. The reviewers also are mindful that HSE conducted a national *Audit of Safeguarding Arrangements in the Catholic Church in Ireland*, Volume 1 of which (*Dioceses Report*) it published in July 2012. That report has a dedicated 12-page

⁴ Dublin Archdiocese Commission of Investigation, p. 27

⁵ Homily by Archbishop Martin at the Liturgy of Lament and Repentance for the sexual abuse of children by priests and religious in St Mary's Pro-Cathedral, Dublin 20 February 2011

section on the Archdiocese of Dublin, which will be referred to as appropriate in this review report.

The review process involved the fieldwork team reading the case management files of living priests who are incardinated into the Archdiocese of Dublin or who work on behalf of the archdiocese and against whom a child-safeguarding allegation had been made or about whom a concern had been raised, which had not been examined in the Commission of Investigation's work. The reviewers also read some case files case relating to deceased priests about whom concerns had been raised, either while they were alive or after their death and which had not featured in the Dublin Commission's Report.

In addition, interviews were held with Archbishop Martin, the Director of Safeguarding, who is also the Designated Person, the Priest Delegate, the Child Protection Officer, who is also the Victim Support Person, the Chairperson of the Safeguarding Committee, members of the Advisory Panel, the Priest Support Coordinator, the Chair of the Priest Support Committee, a Priest Adviser, the Garda Vetting Administrator for the Archdiocese, the Training and Development Coordinator, a Trainer, an Administrator, and five Parish Safeguarding Representatives. A senior manager in An Garda Síochána and a senior manager in the HSE / Child and Family Agency (*Tusla*) were also interviewed by telephone. The child safeguarding architecture in the Archdiocese of Dublin is somewhat different to that seen in other dioceses and these differences will be highlighted and evaluated in this report.

The size of the Child Safeguarding project in the Archdiocese of Dublin required the deployment of four reviewers, who together spent 125 person-hours on site at the offices of the Child Safeguarding and Protection Service (CSPS) of the Archdiocese of Dublin. This constituted a very significant intrusion into the working lives of all of the staff who work there. The reviewers want to record their sincere appreciation for the courtesy, openness and generous assistance that they received from every member of the Archdiocese of Dublin child safeguarding staff team during the fieldwork phase of this review.

The review task does not only involve fieldwork visits, meetings and interviews. The reviewers also have to examine all relevant child safeguarding documentation produced by the Church authority being scrutinised and in relation to Dublin, the reviewers conducted an assessment of the March 2011 Archdiocese of Dublin *Child Safeguarding and Protection Policy and Procedures* against the standards set down in the 2009 NBSCCCI's *Safeguarding Children: Standards and Guidance Document for the Catholic Church in Ireland*. All other written material provided to the reviewers was evaluated for

relevance and accuracy, as was the child safeguarding information contained on the archdiocesan website. This includes the important December 2011 document, *Procedure for Dealing with Allegations of Child Abuse against Priests of the Diocese*.

It is an expectation of the NBSCCCI that key findings from the review will be shared widely so that public awareness of what is in place and what is planned may be increased, as well as confidence that the Church is taking appropriate steps to safeguard children.

This report discusses the findings of the fieldworkers under each of the seven national safeguarding standards. Conclusions are drawn regarding both the effectiveness of diocesan policies and practices in preventing abuse, and the ability of the relevant personnel within the diocese to assess and manage risk to children. Recommendations for improvements are made where considered appropriate.

STANDARDS

This section provides the findings of the review. The template employed to present the findings are the seven standards, set down and described in the Church *Safeguarding Children: Standards and Guidance Document for the Catholic Church in Ireland*. This guidance was launched in February 2009 and was endorsed and adopted by all the Church authorities that minister on the island of Ireland, including the Archdiocese of Dublin. The seven standards are:

Standard 1 A written policy on keeping children safe

Standard 2 Procedures – how to respond to allegations and suspicions in the Republic of Ireland and Northern Ireland

Standard 3 Preventing harm to children:

- recruitment and vetting
- running safe activities for children
- codes of behaviour

Standard 4 Training and education

Standard 5 Communicating the Church's safeguarding message:

- to children
- to parents and adults
- to other organisations

Standard 6 Access to advice and support

Standard 7 Implementing and monitoring the Standards

Each standard contains a list of criteria, which are indicators that help decide whether this standard has been met. The criteria give details of the steps that a Church organisation, diocese or religious order, needs to take to meet the standard and ways of providing evidence that the standard has been met.

Standard 1

A written policy on keeping children safe

Each child should be cherished and affirmed as a gift from God with an inherent right to dignity of life and bodily integrity, which shall be respected, nurtured and protected by all.

Compliance with Standard 1 is only fully achieved when a diocese meets the requirements of all nine criteria against which the standard is measured.

Criteria

Number	Criterion	Met fully or Met partially or Not met
1.1	The Church organisation has a child protection policy that is written in a clear and easily understandable way.	Met fully
1.2	The policy is approved and signed by the relevant leadership body of the Church organisation (e.g. the Bishop of the diocese or provincial of a religious congregation).	Met fully
1.3	The policy states that all Church personnel are required to comply with it.	Met fully
1.4	The policy is reviewed at regular intervals no more than three years apart and is adapted whenever there are significant changes in the organisation or legislation.	Met fully
1.5	The policy addresses child protection in the different aspects of Church work e.g. within a church building, community work, pilgrimages, trips and holidays.	Met fully
1.6	The policy states how those individuals who pose a risk to children are managed.	Met fully
1.7	The policy clearly describes the Church's understanding and definitions of abuse.	Met fully
1.8	The policy states that all current child protection concerns must be fully reported to the civil authorities without delay.	Met fully
1.9	The policy should be created at diocese or congregational level. If a separate policy document at parish or other level is necessary this should be consistent with the diocesan or congregational policy and approved by the relevant diocesan or congregational authority before distribution.	Met fully

The Archdiocese of Dublin published two guidance documents in 2011. The first of these is the Archdiocese of Dublin *Child Safeguarding and Protection Policy and Procedures*, of March 2011 and the second is the December 2011 *Procedure for Dealing with Allegations of Child Abuse against Priests of the Diocese*. In January 2014 the archdiocese published a further document entitled *Child Safeguarding and Protection Policy and Procedures – Additional Guidance*. All three documents are readily available on the archdiocesan Child Safeguarding and Protection Service (CSPS) website at <http://csp.s.dublindiocese.ie>. These are supplemented by a number of resources also available on this website, including an Altar Server Application and Consent Form, Parental Consent Form, Child Consent Form, a Sample Code of Conduct, an Incident and Accident Form, an Adult Volunteer Application Form, an Adult Volunteer Declaration Form, a Character and Personal Reference Form and a Recruitment Checklist.

The reviewers had the benefit of a January 2014 document produced by the Director of CSPS and approved by Archbishop Martin, entitled *Review of the approach to child safeguarding and protection in the Archdiocese of Dublin*; this 14-page document has been of great assistance to the reviewers in understanding the history of child safeguarding in the archdiocese as well as the structures and functions that have been developed since the opening of the original Child Protection Service in 2003. The process adopted by the CSPS is that no document is finalised until it receives signed approval by the archbishop and this ensures that the archbishop takes responsibility as Ordinary for all safeguarding activities in his Episcopal See.

The hard copies of the 2011 guidance documents are produced in a handy A5 size, which makes them easily carried and stored. They are produced in a colourful and clear format which allows for ease of reading and comprehension. At the bottom of the cover page of each and of the 2014 *Additional Guidance* document is the statement:

This document has been prepared to comply with the requirements of Safeguarding Children: Standards and Guidance Document for the Catholic Church in Ireland (2008).

The Foreword to the March 2011 *Child Safeguarding and Protection Policy and Procedures* is written and signed by Archbishop Martin. In this he states:

I attach the utmost importance to ensuring the safety and welfare of children in our Diocese and I commit all of our priests and those who work for the Church in the Archdiocese of Dublin to the implementation of this policy.⁶

While this is the first integrated policy and procedures document produced by the Archdiocese of Dublin, it was preceded by a number of documents that provided guidance on various aspects of child safeguarding. There is a commitment to review and revise the March 2011 document in 2014. Evidence of this undertaking is provided in the publication of the *Child Safeguarding and Protection Policy and Procedures – Additional Guidance* in January 2014. This was to make the written guidance more comprehensive and to respond to some matters identified in the HSE national *Audit of Safeguarding Arrangements in the Catholic Church in Ireland*.

On the basis of the review of the written policy and procedural guidance that is in place in the Archdiocese of Dublin, Criteria 1.1, 1.2, 1.3 and 1.4 are deemed to be met fully.

The specifications of Criterion 1.5 are met fully in the detail provided on pages 13 and 14 of the *Child Safeguarding and Protection Policy and Procedures* of March 2011.

The Archdiocese of Dublin has developed specific guidance on its *Procedure for Dealing with Allegations of Child Abuse against Priests of the Diocese*, which was issued in December 2011. This is an excellent document that explains very clearly and thoroughly what steps are to be followed in the management of a child safeguarding concern from the initial point of receiving information. The procedures that follow are listed and then explained; these are:

1. Receipt of information
2. Information sharing
3. Meeting with the respondent
4. Interim protective measures
5. Formal notification to the civil authorities (Garda and HSE)
6. Secondary prevention (prevention of further abuse where it has been established that abuse has occurred) or return to ministry
7. Review⁷

⁶ Archdiocese of Dublin *Child Safeguarding and Protection Policy and Procedures*

⁷ *Procedure for Dealing with Allegations of Child Abuse against Priests of the Diocese*, p. 5

This document is commended as an exemplar of its type. It also contains unequivocal commitment to report to and cooperate with the two statutory authorities, An Garda Siochana and the HSE / Child and Family Agency (*Tusla*). As a result, Criteria 1.6 and 1.8 are considered to be met fully.

Appendix 1 of the March 2011 guidance document provides the required definitions of abuse, thus fully meeting the stipulation of Criterion 1.7.

The three documents referenced above are all clearly iterated by the Archdiocese of Dublin. Pages 11 and 12 of the March 2011 *Child Safeguarding and Protection Policy and Procedures* contain details of how local guidance to cover Church activities at parish level should be developed and applied. On this basis Criterion 1.9 is also met fully.

Standard 2

Management of allegations

Children have a right to be listened to and heard: Church organisations must respond effectively and ensure any allegations and suspicions of abuse are reported both within the Church and to civil authorities.

Compliance with Standard 2 is only fully achieved when a diocese meets the requirements of all seven criteria against which the standard is measured.

Criteria

Number	Criterion	Met fully or Met partially or Not met
2.1	There are clear child protection procedures in all Church organisations that provide step-by-step guidance on what action to take if there are allegations or suspicions of abuse of a child (historic or current).	Met fully
2.2	The child protection procedures are consistent with legislation on child welfare civil guidance for child protection and written in a clear, easily understandable way.	Met fully
2.3	There is a designated officer or officer(s) with a clearly defined role and responsibilities for safeguarding children at diocesan or congregational level.	Met fully
2.4	There is a process for recording incidents, allegations and suspicions and referrals. These will be stored securely, so that confidential information is protected and complies with relevant legislation.	Met fully
2.5	There is a process for dealing with complaints made by adults and children about unacceptable behaviour towards children, with clear timescales for resolving the complaint.	Met fully
2.6	There is guidance on confidentiality and information-sharing which makes clear that the protection of the child is the most important consideration. The Seal of Confession is absolute.	Met fully
2.7	The procedures include contact details for local child protection services e.g. (Republic of Ireland) the local Health Service Executive and An Garda Síochána; (Northern Ireland) the local health and social services trust and the PSNI.	Met fully

Under Standard 2, what is examined is whether a Church authority has the systems and processes in place to manage allegations of child sexual abuse by clergy and more importantly has demonstrated the willingness to use these speedily and effectively. The Dublin Commission has assessed these matters regarding events in the period 01/01/1975 and 01/05/2004 and has been very critical of the Archdiocese of Dublin, especially regarding its management of child safeguarding concerns before the latter part of the 1990s.

The 2012 HSE Audit report is positive about the development of child safeguarding structures, policies and procedures. That report summarises the situation as established by the HSE auditors as follows:

*It is clear from the foregoing that although there were failings in the past there have been important substantive improvements in the reporting of allegations in this diocese in recent years and the diocese work on foot of the findings of the Murphy Commission is evident. Progress has been steady and sustained.*⁸

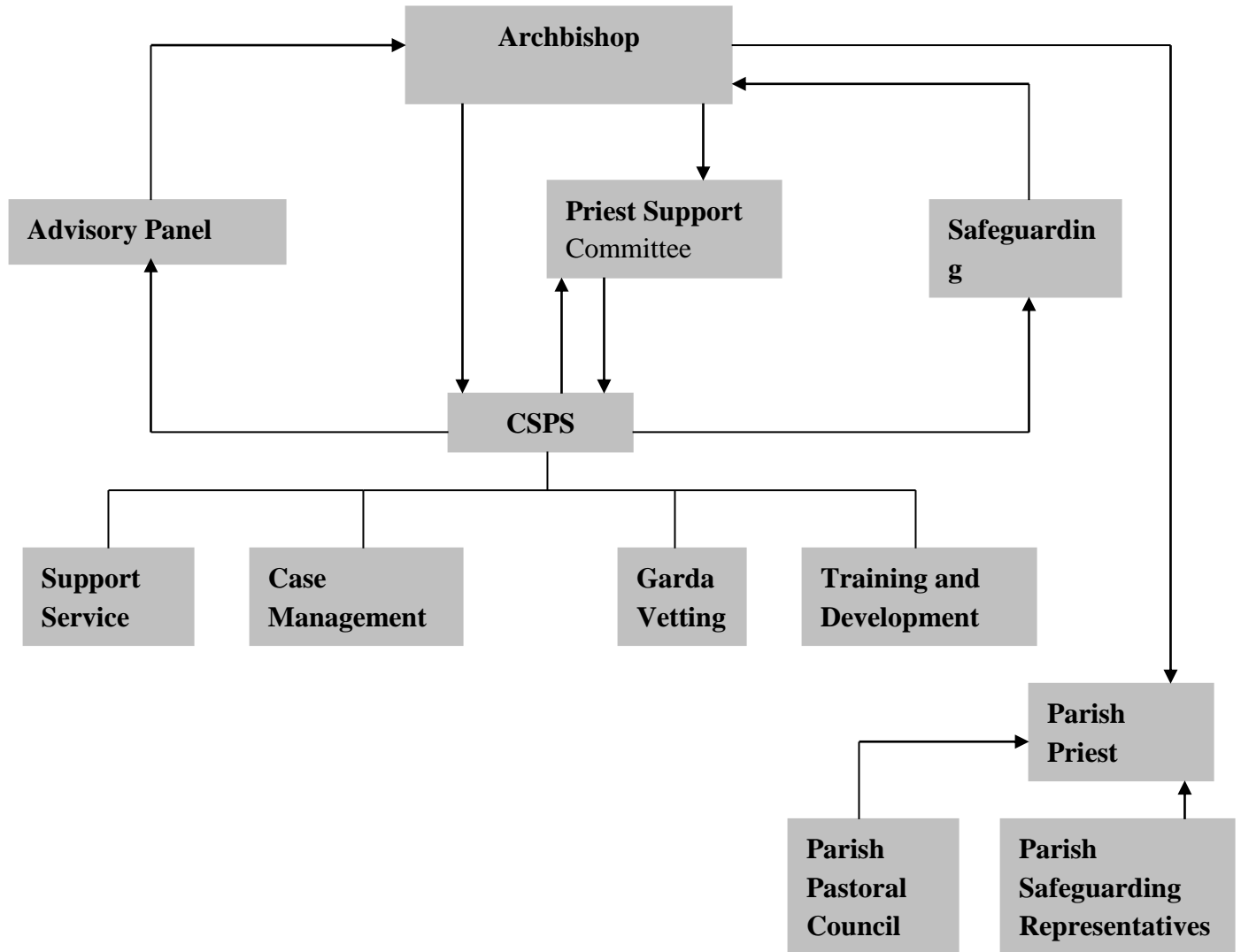
It is interesting to note that it is stated in the HSE Audit report that despite efforts by the archdiocese to engage the HSE in consultations when drawing up its policies and procedures, the HSE did not become so involved. Despite this, the archdiocese has developed excellent procedural directions that are consistent with the requirements of legislation, statutory guidance and best practice. For this reason it has fully met the requirements of Criterion 2.2. As was stated under Standard 1, the December 2011 document, *Procedure for Dealing with Allegations of Child Abuse against Priests of the Diocese* is excellent and provides the evidence that is needed to fully meet the demands of Criterion 2.1.

While Criterion 2.3 only mentions the role of Designated Person, this is one of the sections of the standards under which the NBSCCCI also looks at the overall child safeguarding system developed by a Church Authority.

The diagram overleaf shows the organisational structure of child safeguarding in the Archdiocese of Dublin. At first sight it is quite complex, but it is well thought out and in the opinion of the reviewers is fit for purpose. It is clear that Archbishop Martin heads up and leads the safeguarding project in the archdiocese. CSPS is the Child Safeguarding and Protection Service, which is in a reporting relationship to the archbishop and is also a conduit for the flow of information and accountability through the overall system.

⁸ *HSE Audit of Safeguarding Arrangements in the Catholic Church in Ireland*, p. 142

Diagram 1 – The Child Safeguarding Organisational Structure in the Archdiocese of Dublin



This diagram is taken from the *Review of the approach to child safeguarding and protection in the Archdiocese of Dublin* document that was authored by the Director of CS in January 2014.⁹ What the diagram does not show, it would over complicate it to do so, is that the reporting relationship from the Advisory Panel, the Priest Support Committee and the Safeguarding Committee is via the respective chairpersons who communicate formally and directly with the archbishop on behalf of their particular grouping. This arrangement while completely correct and understandable could however

⁹ *Review of the approach to child safeguarding and protection in the Archdiocese of Dublin*, 2014, p. 2

lead to the CSPS not having available to it information that is necessary for its effective performance of its role. The reviewers therefore make the following recommendation:

Recommendation 1

That Archbishop Martin would oversee the development of simple written protocols to support the communication of necessary information between the appointed Chairpersons of the Safeguarding Committee and of the Priest Support Committee with the Director of the CSPS.

The Child Protection Service of the Archdiocese of Dublin was formally launched in 2003, when its first director was recruited. This is described in the paper, *Review of the approach to child safeguarding and protection in the Archdiocese of Dublin*:

*The CSPS was formally established in 2003 (as the 'Child Protection Service') following recommendations from the first Advisory Panel for a cohesive and effective support service for those who have experienced abuse by clerics and for their families, and for a proper system for the monitoring, supervision and support of those priests against whom allegations of child sexual abuse have been made and who are out of ministry as a consequence.*¹⁰

The full Child Safeguarding and Protection Service team is now comprised of the following roles:

- The Director, who is a professionally trained social worker. He has overall responsibility for the performance of the CSPS, acts as the Designated Person and will be undertaking a Trainer role in the near future. He works full-time.
- The Child Protection Officer, who is also the Support Person for complainants, is a professionally trained social worker. She works three days per week.
- The Training and Development Coordinator is a priest of the archdiocese. He also is a parish priest in a city centre parish and he has a support role for priests who are sick and/or elderly.
- The Priest Delegate is also a parish priest, and he is available as required.
- The Priest Support Coordinator is an ex-Garda detective sergeant and he works full-time.
- The Diocesan Vetting Administrator, who works full-time.
- Two other Administrators work in the service, both part-time.

¹⁰ *Review of the approach to child safeguarding and protection in the Archdiocese of Dublin*, 2014, p. 3

The reviewers were impressed by the strong sense of team among this staff group and by the tangible commitment by every member to child safeguarding. The director provides supervision to team members. The team also meets regularly to conduct business and to ensure that support and the communication of essential information is available to everyone.

The CSPS is described in one of its leaflets as having three functions:

- Creating and maintaining safe environments for children who are involved in Church activities through the provision of training, advice and support to those working in parishes and diocesan agencies.
- Providing pastoral outreach to those who have experienced abuse by priests or lay workers in the diocese by facilitating people to make complaints about abuse, accessing counselling and other services for them and keeping them informed of the steps being taken to address their concerns.
- The management of child protection concerns (allegations that a child has been abused or suspicions that a child may have been abused) involving priests and lay workers of the diocese, including liaison with the civil authorities, advising the archbishop on measures to minimise risk to children and supporting and monitoring of priests out of ministry on foot of such concerns.¹¹

It is clear from this description that safeguarding activities have been prioritised alongside support to complainants and management of respondent priests. The Priest Delegate Role is unique in the experience of the reviewers. The present incumbent is the second priest to have been assigned this role, and he is in it since 2008. Among his formal duties are always being present as the archbishop's delegate when a priest is being informed of a concern or allegation; organising the availability of Priest Advisers from a panel for any priest who may need one, working alongside the Designated Person in advising the archbishop in relation to individual priest respondents, personally delivering canonical decrees and precepts when these are issued by the Archbishop and attending all Priest Support Committee meetings. Along with his formal duties, he as a brother priest provides a level of support and understanding to the priests of the archdiocese around the whole area of child safeguarding. He reports to the Director of CSPS.

¹¹ *Child Safeguarding and Protection Service* leaflet, Archdiocese of Dublin, 2013

The Priest Support Coordinator is another role that is not found in other dioceses in Ireland. This role is evidence of the commitment of the archdiocese to delivering on its duty of care to respondent priests, while at the same time maximising the level of protection to the community. This staff member supervises monitors and supports priests and some former priests who are out of ministry, and who are still considered to pose some level of risk to children and young people. He informs the Priest Support Committee of all matters related to the safe management of these men, and receives advice and support for the role that he is undertaking. He has developed and maintains excellent professional working relationships with the two statutory child protection agencies and his essential contribution is well recognised by them. Very importantly, he records his work which records are then placed on the relevant case management files. He visits the priests for whom he is responsible on a monthly basis, or more frequently if necessary. Cooperating with the Priest Support Coordinator is a requirement written into the precepts that are issued by the archbishop to respondent priests who continue to draw their income and receive care from the archdiocese.

The roles of the Advisory Panel and the Safeguarding Committee are similar to those found in other dioceses, although these will be discussed in more detail later in this report. What is unique to the Archdiocese of Dublin is the existence of a separate Priest Support Committee. This was established in 2008, and it addresses the need to both monitor and support priests, and some former priests, who are considered to pose a risk to children and young people (as well as some other priests whose ministry is affected by some other problem). It is chaired by the Moderator of the Dublin Curia, and is attended by an Auxiliary Bishop, the Priest Delegate, the Priest Support Coordinator, another priest who has a responsibility for supporting elderly and infirm priests, the Designated Person / Director of CSPS, and the Child Protection Officer / Support Person. This committee meets monthly and its meetings are minuted.

Criterion 2.3 is fully met and the Archdiocese of Dublin is commended for the rational, comprehensive and integrated child safeguarding system that it has developed.

Table 1

Incidence of Safeguarding allegations against priests received within the Archdiocese of Dublin from 1st January 1975 up to 31/12/2013

1.	Number of diocesan priests against whom allegations have been made since the 1 st January 1975 up to the 31 st December 2013	101
2.	Total number of allegations against priests received by the diocese since 1 st January 1975	432 ¹²
3.	Number of allegations reported to An Garda Síochána involving priests since 1 st January 1975	418 ¹³
4.	Number of allegations reported to the HSE / relevant Health Board involving priests of the diocese since 1 st January 1975	256 ¹⁴
5.	Number of priests who are still priests of the diocese against whom an allegation was made in the time period and who are living at the time of the Review	34
6.	Number of priests against whom an allegation was made in the time period and who were deceased at the time of the Review	49
7.	Number of priests against whom allegations have been made and who are still in ministry	15
8.	Number of priests against whom an allegation was made and who are 'out of ministry', while remaining priests of the diocese	14
9.	Number of priests against whom an allegation was made and who are retired	4
10.	Number of priests against whom an allegation was made and who have left the priesthood / diocese	18
11.	Number of priests of the diocese who have been convicted of having committed an offence or offences against a child or young person since 1 st January 1975	9 ¹⁵

The NBSCCCI generally discusses under Standard 2 the historical management by a Church authority of the cases of priests about whom child safeguarding concerns have

¹² Allegations of child sexual abuse against named priests only. Not included are suspicions, allegations of other forms of child abuse or allegations against unknown priests

¹³ Some information was already known to the Gardai before the Archdiocese became aware of it and in some cases other organisations such as *Towards Healing* notified the Gardai of allegations

¹⁴ The Archdiocese only notifies the HSE of allegations concerning living priests. In addition, at an earlier stage the Archdiocese relied on the assumption that the Gardai shared information with the health boards in accordance with the 1995 Garda – Health Board protocol on information sharing

¹⁵ Includes former priests of the Archdiocese

arisen. Table 1 above presents the figures that show the extent of this challenge for the Archdiocese of Dublin. Because the Commission of Investigation into the Catholic Archdiocese of Dublin has already reviewed a significant number of these cases and has reached findings about the operation of child safeguarding in the archdiocese prior to 01/05/2004, this review report will not attempt to cover the same ground again. Instead, the reviewers read and examined the files of 40 priests of the archdiocese about whom child safeguarding concerns have arisen since 01/05/2004, 11 of whom had also been earlier considered by the Dublin Commission in respect of pre 1st May 2004.

It is worth noting that prior to this review the archdiocese has conducted or participated in a number of analyses of its child safeguarding practices:

- The archdiocese opened up its case management files to An Garda Síochána in 2002 and 2003;
- An external consultant conducted a complete file review on behalf of the archbishop between 2004 and 2006;
- The Commission of Investigation has already been mentioned, as has the HSE National Audit;
- Annual internal review and preparation of annual and other reports by the CSPA for the archbishop.

The reviewers have been very impressed by the quality and completeness of the case file recording in all of these cases. With so many files to read it was of great assistance to have such well ordered documentation presented for review.

Before discussing these 40 priests or former priests, it needs to be remembered that the expression of concerns, suspicions and allegations do not mean that a priest is guilty of having abused children. However, four of these 40 priests, (none of which four are still in any ministry) have been convicted of the sexual abuse of minors.

The table overleaf summarises the information from the examination of the case files generated for these priests or former priests.

Current status	Number
In ministry	10
Retired, and remains a priest 'in good standing'	3
Retired, but with restricted ministry (no dealings with minors)	1
Has restricted ministry (no dealings with minors)	1
Out of ministry, but still a priest of the Archdiocese	13
Dismissed or released from the clerical state (laicised)	10
Priest left ministry but was not laicised	2
Total	40

In April 2012, the CSPS received a credible complaint regarding a Dublin priest who was immediately removed from ministry. Subsequently, a second complaint was made directly to An Garda Síochána, who carried out an investigation leading to the conviction of the priest. He was sentenced to seven years in prison in March 2014 for the abuse of a minor. The management of this case by the archdiocese was very good, and all necessary safeguarding tasks were properly completed. The abuse for which he was convicted and sentenced to imprisonment occurred between January 2007 and August 2011. What is worrying about this case is how recently the abuse was perpetrated, which highlights that vigorous child safeguarding continues to be essential and that the Catholic Church in Ireland needs to remain vigilant in this regard.

The Archdiocese of Dublin has acted to significantly restrict or terminate the ministries of 27 of the 40 priests in this cohort about whom there have been child safeguarding concerns that have been credible or proven.

The reviewers noted that in the cases of two of these men there were delays in notifying An Garda Síochána and the HSE. In both cases the allegations were made to the archdiocese before Archbishop Martin was installed in April 2004, and prior to the Dublin Commission. One of these priests was laicised at his own request; and the other was retired. The CSPS inherited these cases and had to attend to case management issues that had not been appropriately addressed earlier. Statutory notifications were made in all cases following extensive reviews of all case management files. With the systems and protocols that are now in place in the archdiocese, the reviewers believe that no time-lags between receipt of allegations and statutory notifications will happen in the future.

The Archdiocese of Dublin has exercised a very high level of protection for children and young people in the manner in which it has dealt with child safeguarding since 2004. The

improvements commented on by the Dublin Commission and the HSE Audit reports have continued, and the current level of practice is of a very high standard. The level of communication and cooperation with the statutory child protection agencies is excellent. The attention to detail in investigation and review is very impressive and is commended.

On the basis of the evidence they have seen the reviewers are of the view that Criteria 2.4, 2.5, 2.6 and 2.7 are fully met. The reviewers however would counsel CSPPS to utilise Resource 16 in the 2009 *Safeguarding Children: Standards and Guidance Document for the Catholic Church in Ireland*, the Child Protection Recording Form template.

In addition to the files on the 40 priests or former priests of the archdiocese, the reviewers sampled 10 files concerning priests of other dioceses (of which there are 75) or priests who are members of religious orders (of which there are 36), which files have been generated by the CSPPS. These files are maintained to ensure that any child safeguarding concerns that arise and that are shared with the archdiocese in any way are formally recorded and communicated to wherever the responsibility for dealing with them resides. All of these files are up to date and the appropriate actions have been taken in all cases examined. The reviewers commend the work of the administrator for case management in the CSPPS, whose role includes ensuring that notifications to the statutory agencies are made in a timely fashion, as well as keeping case management files up to date.

Returning therefore to the statement made in the Dublin Archdiocese Commission of Investigation, at 1.16, where it states:

*While acknowledging that the current archdiocesan structures and procedures are working well, the Commission is concerned that those structures and procedures are heavily dependent on the commitment and effectiveness of two people – the Archbishop and the Director of the Child Protection Service. The current Archbishop and Director are clearly committed and effective but institutional structures need to be sufficiently embedded to ensure that they survive uncommitted or ineffective personnel.*¹⁶

The reviewers are satisfied by their analysis of all of the evidence that the child safeguarding structures developed in the Archdiocese of Dublin are now sufficiently rooted and robust to survive the movement of personnel from their current positions in the archdiocese. This rational and effective system has inbuilt accountabilities, both internally and to the statutory child protection agencies and the NBSCCCI, which should

¹⁶ Dublin Archdiocese Commission of Investigation, p. 4

ensure that any ‘uncommitted or ineffective’ post-holder would be easily identified and strongly challenged.

Standard 3

Preventing Harm to Children

This standard requires that all procedures and practices relating to creating a safe environment for children be in place and effectively implemented. These include having safe recruitment and vetting practices in place, having clear codes of behaviour for adults who work with children and by operating safe activities for children.

Compliance with Standard 3 is only fully achieved when a diocese meets the requirements of all twelve criteria against which the standard is measured. These criteria are grouped into three areas, safe recruitment and vetting, codes of behaviour and operating safe activities for children.

Criteria – safe recruitment and vetting

Number	Criterion	Met fully or Met partially or Not met
3.1	There are policies and procedures for recruiting Church personnel and assessing their suitability to work with children.	Met fully
3.2	The safe recruitment and vetting policy is in line with best practice guidance.	Met fully
3.3	All those who have the opportunity for regular contact with children, or who are in positions of trust, complete a form declaring any previous court convictions and undergo other checks as required by legislation and guidance and this information is then properly assessed and recorded.	Met fully

Criteria – Codes of behaviour

Number	Criterion	Met fully or Met partially or Not met
3.4	The Church organisation provides guidance on appropriate/ expected standards of behaviour of, adults towards children.	Met fully
3.5	There is guidance on expected and acceptable behaviour of children towards other children (anti-bullying policy).	Met fully

3.6	There are clear ways in which Church personnel can raise allegations and suspicions about unacceptable behaviour towards children by other Church personnel or volunteers (‘whistle-blowing’), confidentially if necessary.	Met fully
3.7	There are processes for dealing with children’s unacceptable behaviour that do not involve physical punishment or any other form of degrading or humiliating treatment.	Met fully
3.8	Guidance to staff and children makes it clear that discriminatory behaviour or language in relation to any of the following is not acceptable: race, culture, age, gender, disability, religion, sexuality or political views.	Met fully
3.9	Policies include guidelines on the personal/ intimate care of children with disabilities, including appropriate and inappropriate touch.	Met fully

Criteria – Operating safe activities for children

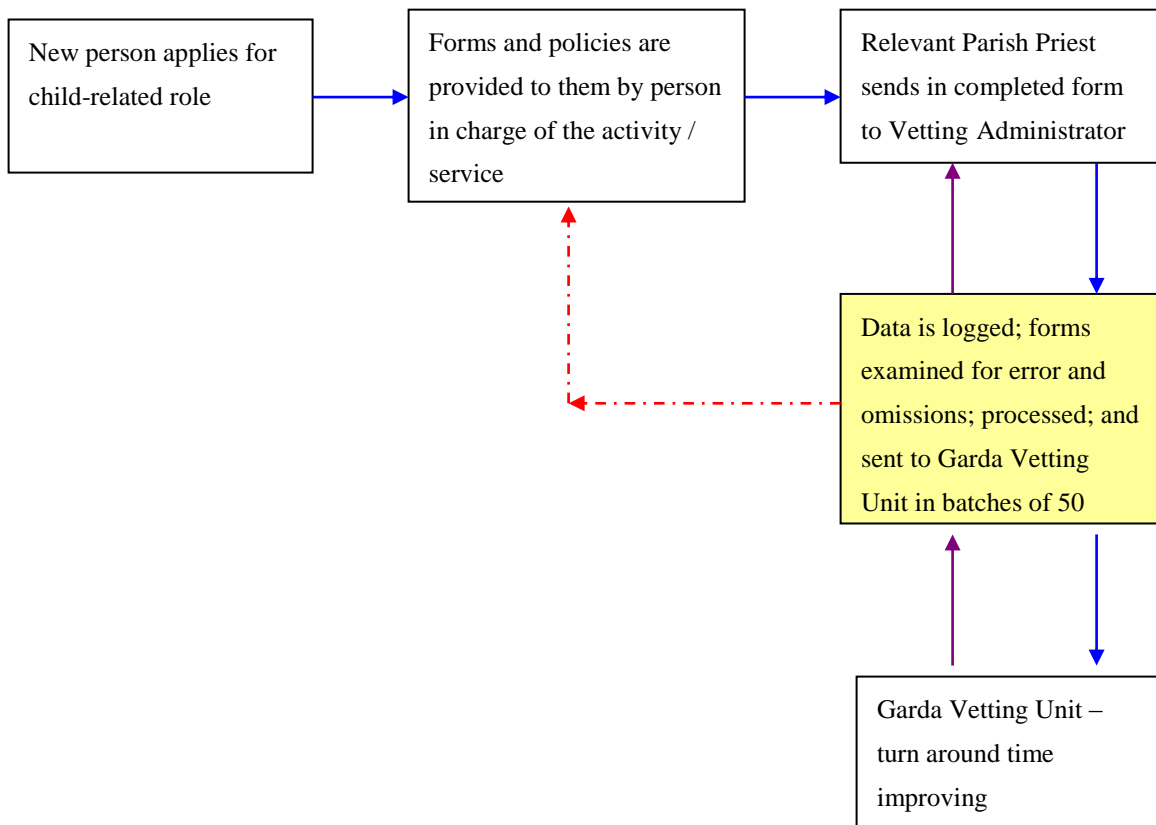
Number	Criterion	Met fully or Met partially or Not met
3.10	There is guidance on assessing all possible risks when working with children – especially in activities that involve time spent away from home.	Met fully
3.11	When operating projects/ activities children are adequately supervised and protected at all times.	Met partially
3.12	Guidelines exist for appropriate use of information technology (such as mobile phones, email, digital cameras, websites, the Internet) to make sure that children are not put in danger and exposed to abuse and exploitation.	Met partially

This standard looks at the systems that are in place to ensure that those who work with children in Church activities have been appropriately recruited and that policies and procedures are in place to ensure that interactions between Church staff and volunteers, including priests, are respectful, healthy and safe.

The Garda Vetting system that is in place in the Archdiocese of Dublin is very impressive in its scale and efficiency. This function, which had been undertaken by the archdiocesan HR Department, was moved to the CSPS in 2013. It uses a computerised data base which

at this stage has details on 37,000 people who work or have worked with children within the archdiocese. As well as providing a Garda vetting service to all parishes, all primary schools (for non-teaching staff and parent volunteers) and all religious orders, this system also provides a service to associated organisations and groups involved in a variety of youth work, pastoral support and spiritual activities that involve contact with children and young people in any way. This amounts in total to 800 separate organisations or agencies across the archdiocese that use this service.

The sequence of steps is illustrated in this simple flow-chart:



A percentage of forms have to be returned to the relevant parish priest before they can be sent to the Garda Vetting Unit because they have been incorrectly filled in or have omitted a required piece of information. The CSPS has three authorised signatories for the Garda Vetting Unit, the Vetting Administrator, the CSPS Administrator and the CSPS Director.

The diocesan vetting system has to deal on a daily basis with applicants who are disappointed or frustrated by the return of disputed information or of embarrassing information from the Garda Vetting Unit and who want to discuss this with someone.

This is an important and quite time consuming element of the job for the Vetting Administrator, as An Garda Síochána are not in a position to discuss applications with individuals. She has undertaken training with the Garda Vetting Unit, and receives ongoing on-the-job training in IT and HR matters.

The computer software that has been developed for this operation is extremely sophisticated and is capable of producing a number of different types of detailed reports on request, which allows for ongoing checks to be made on the level of compliance with vetting by all of the parishes and organisations that are responsible for safe recruitment.

The recruitment system in operation in the archdiocese also includes the use of statutory declaration forms for all applicants for roles in Church related activities that involve contact with children and young people. The recruitment and vetting procedures are well documented in the *Child Safeguarding and Protection Policy and Procedures* of the Archdiocese of Dublin.

Criteria 3.1, 3.2 and 3.3 are fully met.

The remainder of Standard 3 is measured by the quality and completeness of the guidance that has been produced, along with its circulation and the monitoring of adherence to it. As well as reading the written policy and procedures documents, the reviewers also interviewed the chairperson of the Safeguarding Committee and five Parish Safeguarding Representatives.

It has been mentioned previously that the Archdiocese of Dublin produced and published additional guidance in January 2014 under the title *Child Safeguarding and Protection Policy and Procedures – Additional Guidance*, in the introduction to which it is stated that:

The policies presented here should be considered as addenda to the current policy, in particular to Chapter 2: 'How to Respond to Child Protection Allegations and Suspicions'; and Chapter 3: 'Preventing Harm to Children'.¹⁷

The following areas are covered in this additional guidance:

¹⁷ *Child Safeguarding and Protection Policy and Procedures – Additional Guidance*, p. 1

1. Whistle blowing policy
2. Complaints policy
3. Dealing with children who present with challenging behaviour
4. Anti-bullying policy
5. Intimate care policy
6. Communication with children and young people policy

The Archdiocese of Dublin was relatively late in building up the safeguarding side of its services because it had to give priority to dealing with the historical abuse of its priests and to support and inform the work of the Commission of Investigation. It cannot be overemphasised just how major a task it was to bring together all documents from every part of the archdiocese to build up a coherent picture of what had been done prior to the formal installation of Archbishop Martin in April 2004. Table 1 above shows the extent of the challenge, which took precedence in the first years of the new archbishop's episcopate.

The Safeguarding Committee of the archdiocese was convened in 2013, and had its first meeting in January of that year. By that stage the work on the safeguarding policy and procedures had been completed, so the members of the new committee focused on developing a safeguarding infrastructure across the archdiocese, involving having at least two Safeguarding Representatives in each parish and ensuring that appropriate training would be rolled out for all who need it. The archdiocese has a significant task in recruiting, training, supporting, retaining and succession planning for the replacement of Parish Safeguarding Representatives (of which there currently are 381) and it is obvious that there is a big push ongoing to achieve this. Because not all elements of the planned safeguarding structures are fully in place, the quality of data that is available to the Safeguarding Committee about development and compliance at parish level across the diocese is limited. There is a commitment to improve the comprehensiveness of annual internal audit of safeguarding as quickly as possible.

Looking at the requirements of Standard 3, and taking into account the level of development in the Archdiocese of Dublin, the reviewers are of the view that Criteria 3.4, 3.5, 3.6, 3.7, 3.8, 3.9 and 3.10 are all fully met. The three documents - *Child Safeguarding and Protection Policy and Procedures*, *Procedure for Dealing with Allegations of Child Abuse against Priests of the Diocese* and *Child Safeguarding and Protection Policy and Procedures – Additional Guidance* – together provide the clarity and fullness of guidance that is needed under these criteria.

The five Parish Safeguarding Representatives gave very good information on what has been developed in their parishes and evidenced commitment and enthusiasm for their important role at local level. However, due to the sheer size of the archdiocese and the lack of opportunities for them to meet together with other Parish Safeguarding Representatives, it was not possible to establish the extent to which safeguarding compliance has been achieved in every parish. Due to the limited nature of available information, the reviewers have to state that Criterion 3.11 is met partially.

In reviewing all of the guidance materials developed by CSPA, there is only partial information available on the appropriate use of information technology in terms of protecting children. The additional guidance of January 2014 does deal with communicating with children and with the use of images of children and young people on parish websites. However, the requirements of Criterion 3.12 are greater than this, and for this reason it is deemed that this criterion is met partially.

The reviewers wish to make the following recommendations under Standard 3.

Recommendation 2

That Archbishop Martin directs the Safeguarding Committee to develop a more complete and effective annual Parish Safeguarding Audit system and provides it with the resources necessary to do so.

Recommendation 3

That pending the review and revision of the written Policies and Procedures for the Archdiocese, that Archbishop Martin direct CSPA to work with the Safeguarding Committee to develop and publish guidance on the appropriate use of information technology (such as mobile phones, email, digital cameras, websites, the Internet) to make sure that children are not put in danger and exposed to abuse and exploitation.

Standard 4

Training and Education

All Church personnel should be offered training in child protection to maintain high standards and good practice.

Criteria

Number	Criterion	Met fully or Met partially or Not met
4.1	All Church personnel who work with children are inducted into the Church's policy and procedures on child protection when they begin working within Church organisations.	Met fully
4.2	Identified Church personnel are provided with appropriate training for keeping children safe with regular opportunities to update their skills and knowledge.	Met fully
4.3	Training is provided to those with additional responsibilities such as recruiting and selecting staff, dealing with complaints, disciplinary processes, managing risk, acting as designated person.	Met partially
4.4	Training programmes are approved by National Board for Safeguarding Children and updated in line with current legislation, guidance and best practice.	Met fully

This standard is quite concentrated and brief in its focus. Essentially it seeks to ensure that the various forms of training that are required for diocesan staff and volunteers who engage with children and young people and/or who have responsibilities for any element of diocesan safeguarding, is provided.

To generate the information needed, the reviewers interviewed the archdiocesan Training and Development Coordinator, as well as a Safeguarding Trainer. The records of training in the form of annual reports for each of the years 2010, 2011, 2012 and 2013 were also reviewed.

There has been safeguarding training available in the archdiocese since 2004 and the capacity for training has increased in stages since then. The current Training and Development Coordinator undertook the HSE sponsored *Keeping Safe* training in 2004, and then became a trainer for that scheme. The training that is now provided is the

NBSCCCI training, for which the Training and Development Coordinator is a tutor for the Dublin Metropolitan See.

The Archdiocese of Dublin has 16 deaneries, each of which is comprised of between nine and nineteen parishes. The plan being considered by CSPA is that safeguarding training will be provided in five geographical areas of archdiocese, each of which will be comprised by a number of deaneries. This can only become operational when the archdiocese has at least five trainers in place, something that it is close to achieving.

Including all types of events held, there have been 141 information or training sessions provided by CSPA between May 2010 and January 2014 in the archdiocese, which have involved c. 3,300 participants. This is a mammoth task, which by its nature has to be ongoing, as new people are recruited, existing people have to receive refresher training and new areas of training are developed and made available. CSPA produced a short report in April 2013 on Training and Development in the year ended 31/03/2013, in which the following explanation of the Training function and its achievements is given:

*In the year ended the 31st of March 2013 there were 25 six-hour training sessions and 27 three-hour information sessions conducted throughout the Diocese. The training and information sessions delivered by the diocesan NBSCCC accredited trainers have been developed by the NBSCCC and are aimed at providing information, creating awareness, and developing the skill set required by child safeguarding representatives, priests, deacons, volunteers and parish pastoral workers to implement and maintain best practice in child safeguarding and protection in parishes and other church based environments. In some cases the training and information sessions are adapted to specific requirements of particular groups, e.g. diocesan prayer guides, marriage tribunal auditors, priest advisers etc.*¹⁸

Training in child safeguarding is mandatory for every priest of the Archdiocese of Dublin.

The reviewers acknowledge the achievements of the Training and Development Coordinator, his administrative support person and the dedicated trainers in the archdiocese. On the basis of the evidence provided, the requirements of Criteria 4.1, 4.2 and 4.4 are met fully.

¹⁸ Training and Development: Child Safeguarding and Protection Service, 12/04/2013, p.1

The archdiocese has three important committees in place that provide extremely important safeguarding functions. The reviewers also believe that the members of the Safeguarding Committee, Advisory Panel and the Priest Support Committee would benefit from training. When this is completed, Criterion 4.3 will be fully met; at present it is deemed by the reviewers to be met partially.

Recommendation 4

That Archbishop Martin arranges through CSPA for the members of the Safeguarding Committee, Advisory Panel and of the Priest Support Committee to receive training appropriate to the tasks they are expected to discharge on his behalf.

Standard 5

Communicating the Church's Safeguarding Message

This standard requires that the Church's safeguarding policies and procedures be successfully communicated to Church personnel and parishioners (including children). This can be achieved through the prominent display of the Church policy, making children aware of their right to speak out and knowing who to speak to, having the Designated Person's contact details clearly visible, ensuring Church personnel have access to contact details for child protection services, having good working relationships with statutory child protection agencies and developing a communication plan which reflects the Church's commitment to transparency.

Criteria

Number	Criterion	Met fully or Met partially or Not met
5.1	The child protection policy is openly displayed and available to everyone.	Met fully
5.2	Children are made aware of their right to be safe from abuse and who to speak to if they have concerns.	Met fully
5.3	Everyone in Church organisations knows who the designated person is and how to contact them.	Met fully
5.4	Church personnel are provided with contact details of local child protection services, such as Health and Social Care Trusts / Health Service Executive, PSNI, An Garda Síochána, telephone helplines and the designated person.	Met fully
5.5	Church organisations establish links with statutory child protection agencies to develop good working relationships in order to keep children safe.	Met fully
5.6	Church organisations at diocesan and religious order level have an established communications policy which reflects a commitment to transparency and openness.	Met fully

Having excellent information and guidance is of limited value if people who need to use it don't know about it, so Standard 5 checks on the effectiveness of the safeguarding communications of a Church authority.

The Archdiocese of Dublin has an excellent website at www.dublindiocese.ie and it also has a dedicated Child Safeguarding and Protection website at csps.dublindiocese.ie. The link on the main site to the dedicated site is on a runner that moves across the bottom of the Home page, but the reviewers consider that this may not be seen by everyone who is seeking the information and guidance from the CSPS website. The archdiocese might consider also adding a fixed CSPS icon / link on the Home page that would be more easily seen.

Once the dedicated website is accessed, it provides all of the necessary information and guidance in a clear and an easily understood format. The archdiocese's CSPS website is maintained and updated on a regular basis.

The Archbishop of Dublin announced on the archdiocesan website that the NBSCCCI review was to be conducted in the archdiocese and he invited anyone who had a concern about clerical sexual abuse in the archdiocese to make contact with the CSPS or the HSE or An Garda Síochána and informed people with a concern that they could make this known to the reviewers.

For eight years the Archdiocese of Dublin has been publishing an annual *Child Protection Update*, the most recent of which was the May 2013 one. In this very detailed account the following information was made publicly available:

- That for the first time in eight years there had not been any increase in the number of priests against whom a safeguarding concern had been raised;
- That there would be a 2013 *Safeguarding Day* in the archdiocese;
- That a new membership had been appointed to the Safeguarding Committee;
- That a new CSPS Newsletter had been distributed to all parishes;
- That the Director of CSPS had undertaken to continue to support abused persons and to monitor priests considered to pose any risk to children.

The update report also contains the following statistics on safeguarding activity:

- Another 900 people participated in training and information sessions for the safeguarding of children in the Archdiocese of Dublin.
- The number of priests, bishops, parish workers, Diocesan staff and ancillary staff in schools who have participated in Garda vetting increased by 6,300 to 32,600.
- No allegation of child abuse was reported against a priest of the Archdiocese who was not already the subject of a complaint. The total number of priests

against whom an allegation of child sexual abuse has been recorded remains at 98. This relates to a period of over 70 years.

- In the past 12 months a suspicion of child abuse was raised against 2 priests (1 deceased) of the Archdiocese who were not previously the subject of complaints.
- 216 civil actions have been taken against 49 priests and former priests of the Archdiocese. 161 have been concluded and 55 are ongoing.
- The costs, so far, to the Archdiocese of settlement of claims regarding child sexual abuse by priests is currently at €17.9 million (€12.5m in settlements and €5.4m in legal costs for both sides).
- 11 priests or former priests of the Archdiocese have been convicted in the criminal courts.¹⁹

This constitutes an extraordinary degree of openness and accountability by Archbishop Martin, which is commended.

The newsletter that is referred to in this update has been published on nine occasions since the first issue in April 2012. [The most recent edition is marked *Winter 2014*; this should be *Winter 2013*]. This is a very high quality and very well produced publication, for which the Director of CSPS takes responsibility. It is produced on a quarterly basis and is distributed across all of the parishes in the archdiocese. The current edition carries information on the first Diocesan Safeguarding Day, which was held on December 15th 2013, the upcoming NBSCCCI review, the availability of new safeguarding materials, and the publication of the Additional Guidance document. The cover piece is a message of thanks to safeguarding personnel from Archbishop Martin. By ensuring that this newsletter is to be regular and diocese-wide, CSPS has generated an excellent communications vehicle for its safeguarding message, and this initiative is highly commended.

Three other child safeguarding documents were provided to the reviewers. These are the *Young Person's Information Leaflet – Child Safeguarding and Protection*, the *Archdiocese of Dublin Child Safeguarding and Protection Service* information leaflet, and a credit card sized 'Z-Card', which is a fold-out, two-sided colour poster packed with essential child safeguarding information and guidance. These three documents are produced to a high quality, are attractive and informative and clearly have been well thought through before they went to print. They are evidence of a clear minded approach

¹⁹ Archdiocese of Dublin Child Protection Update 2013 (May 30th)

to communications within the archdiocese. All of the printed child safeguarding materials contain contact details for An Garda Síochána, HSE child welfare and protection services and the CSPS.

Another event held in 2013 was the Mass to celebrate the tenth anniversary of the establishment of the CSPS of the Archdiocese of Dublin. This was held in St. Mary's Pro-Cathedral in the city centre on 24/11/2013, and Archbishop Martin gave a homily, in which he thanked all who are involved in the child safeguarding initiative in the archdiocese, telling them that they had been instrumental in bringing about a cultural change within the Church. He went on to say that:

*If there is one area where I know we need to do more, it is that of reaching out to survivors, beyond the great work of Towards Healing, to create an open door and a safe place for those survivors who have still fear telling their story and who still live alone with their anguish.*²⁰

Based on the obvious commitment in the Archdiocese of Dublin to communicate the child safeguarding message, the information sessions provided by CSPS personnel at parish and deanery level, the quality of the website and the printed materials that have been produced, and the policy back-up that is provided, the reviewers are satisfied that Criteria 5.1, 5.2, 5.3, 5.4, 5.5 and 5.6 are fully met.

The Archdiocese might consider whether a need exists to produce written information in additional languages to ensure that people who have migrated to Dublin from other countries can easily access necessary child safeguarding information and advice.

Recommendation 5

That the Archbishop initiates a diocesan wide consultation with the priests and parishes to establish the need for producing child safeguarding materials in languages other than English.

²⁰ Homily notes of Most Rev. Diarmuid Martin, Archbishop of Dublin, Saint Mary's Pro-Cathedral, Dublin, 24/11/2013

Standard 6

Access to Advice and Support

Those who have suffered child abuse should receive a compassionate and just response and should be offered appropriate pastoral care to rebuild their lives.

Those who have harmed others should be helped to face up to the reality of abuse, as well as being assisted in healing.

Criteria

Number	Criterion	Met fully or Met partially or Not met
6.1	Church personnel with special responsibilities for keeping children safe have access to specialist advice, support and information on child protection.	Met fully
6.2	Contacts are established at a national and/ or local level with the relevant child protection/ welfare agencies and helplines that can provide information, support and assistance to children and Church personnel.	Met fully
6.3	There is guidance on how to respond to and support a child who is suspected to have been abused whether that abuse is by someone within the Church or in the community, including family members or peers.	Met fully
6.4	Information is provided to those who have experienced abuse on how to seek support.	Met fully
6.5	Appropriate support is provided to those who have perpetrated abuse to help them to face up to the reality of abuse as well as to promote healing in a manner which does not compromise children's safety.	Met fully

This standard checks whether the Church authority being reviewed has within its own resources and available to it from elsewhere the requisite professional skills and services required to keep children safe, to respond to the needs of those who have been affected by abuse and to safely manage those who have abused.

The Director of CSPPS / Designated Officer and the Child Protection Officer / Support Person are both professionally trained social workers who have a background in child

protection. They bring their knowledge and skills as practitioners to their work within CSPS and they also have maintained links with the wider child protection service network which they can activate when additional expertise is required to be brought in from outside.

The Priest Support Coordinator previously worked as a detective sergeant in An Garda Síochána Domestic Violence and Sexual Assault Investigation Unit and his professional background included investigations of alleged abuse by priests. He is able to bring this experience to bear on the work that he now undertakes on behalf of the archdiocese; and as importantly, he retains credibility and excellent communications with his previous colleagues in An Garda Síochána.

Professional knowledge and expertise has also been sourced by the archbishop in populating the two key committees, the Advisory Panel and the Safeguarding Committee and among the members of these groups are included a consultant child and adolescent psychiatrist, a civil lawyer, a barrister, a canon lawyer, a social worker, a teacher, a number of people with knowledge and experience of the voluntary and community social services sectors, and of the workings of central government.

In the course of this review, contacts have been made with senior managers in An Garda Síochána and in HSE Child and Family Services to ascertain the extent to which these services are satisfied with the communications and cooperation that they have with the Archdiocese of Dublin CSPA. In both cases it was made clear that excellent working relationships have been developed and maintained with both statutory child protection services.

The reviewers suggest that the CSPA would use the Resource 16 Child protection recording form (template) from the standards and guidance 2009 guidelines document for notifying cases to the NBSCCCI.

In addition to the information and advice that is available on the CSPA website and in the various written leaflets, posters and newsletters, the role of the archdiocesan Support Person is very important in delivering an effective outreach service to people who have been affected by clerical sexual abuse, the victims and their families. This role had been developed by her predecessor, a lay man who had been Support Coordinator for nine years and had in fact been the first member to be recruited to the original CSPA. His retirement was announced in the *Autumn 2012 CSPA Newsletter* in which his description of his experiences in this role was the cover story. The value of his work is commended in a short piece by Archbishop Martin. Supports therefore have been in place in the

archdiocese since 2003 and this work is well supplemented by the *Towards Healing* service to which people are referred for counselling. The CSPS has also developed working relationships with the One-in-Four organisation and with the Dublin Rape Crisis Centre and victims are referred to either service as required.

The reviewers also note that Archbishop Martin has developed the practice of meeting the victims of abuse by priests of the archdiocese. These meetings are extremely well prepared for, which is evidence of great care being taken to ensure that they are not simply procedural in nature and atmosphere. Written records of the preparations and of the meetings themselves are made and appropriately filed.

Overall, the evidence is that the support work in the Archdiocese of Dublin is very victim focused.

The reviewers are aware from their examination of case management files that the Archdiocese of Dublin has accessed as needed the services of specialist assessment and treatment practitioners and services to which respondent priests have been appropriately referred.

The archdiocese has had an Advisory Panel in place since 1996, being the first diocese to have such a group. The current panel was populated in late 2013, so that when the reviewers met with six of the ten members, it was clear that they have not had sufficient experience to speak in detail about their work. A number of members suggested that they would find it helpful to meet with members of the outgoing panel to benefit from their insights and experience. The reviewers are impressed that the membership of the panel is very strong and representative of the skill mix that is required for this group.

Reference has been made under Standard 2 above to the work of the Priest Support Coordinator. This ex-Garda is in this role since March 2008. He reports to the Priest Support Committee which meets monthly. He monitors and supervises approximately 20 priests and ex-priests of the Archdiocese of Dublin. Approximately a quarter of these men have been laicised, but they continue to be supported financially and in terms of housing by the archdiocese. The Priest Support Coordinator said that some of the men he supervises are very isolated and that his regular contacts with them are very important. He also visits priests / former priests who are serving prison sentences, or who have moved away from Dublin.

In his paper, review of the approach to child safeguarding and protection in the Archdiocese of Dublin, the Director of CSPS describes the role of the Priest Support Coordinator (referred to as 'X') in these terms:

[X's] role as monitor of the activities of these priests and former priests is clearly understood and generally well accepted by the men themselves. Their continued support by the diocese is dependent on their compliance with the restrictions placed on them. A requirement to cooperate with [X] is written into their precepts or safeguarding agreements.²¹

The Priest Support Coordinator is available on a 24/7 basis by all of the priests and former priests who he supervises.

The reviewers are very impressed by the extent to which the Archdiocese of Dublin has taken on its moral responsibilities to monitor, supervise and support priests and former priests who have abused children. The roles of the Priest Support Coordinator, the Priest Delegate and the Priest Support Committee are well defined, work very well together and provide something that is unique, in the experience of the reviewers. These developments are commended.

To further improve the safe management of priests and former priests who are considered to constitute a risk to children, the reviewers make this recommendation:

Recommendation 6

That in addition to the precepts and /or the safeguarding agreements that are put in place, the archbishop directs CSPS to develop a system of Risk Management Planning, so that the Priest Support Coordinator would in future work in accordance with the tailored risk management plans that would be drawn up for each priest for whom he has supervisory responsibilities.

The Archdiocese of Dublin also deploys Priest Advisers to support respondent priests who accept this. The Priest Adviser is not engaged in supervising the priest to whom they are assigned; but they act as a friend and brother priest who supports them in their changed life circumstances. The Archdiocese of Dublin had 15 priests acting in this capacity at the time of this review.

²¹ *Review of the approach to child safeguarding and protection in the Archdiocese of Dublin*, 2014, p. 9

The Priest Adviser who was interviewed has been providing personal supports to a respondent priest since 1993. He described his role as assisting this now elderly man with necessary medical services as required and ensuring that his care and accommodation needs are being met. He has been alongside this man throughout his assessment and treatment, and through his court appearances and imprisonment. This is evidence of a genuine level of commitment and fraternal support.

The Priest Advisers in the archdiocese meet together from time to time to discuss their shared experiences and challenges and they do so without identifying the men who each of them supports.

The Priest Adviser who was interviewed spoke of the support that he can draw on from the personnel in the CSPS. He suggested that any priest newly recruited to act as a Priest Adviser would benefit from formational training.

All of the criteria under Standard 6 are met fully.

The Archdiocese of Dublin retains the canonical files related to respondent priests in the Chancellery section of its offices in Dublin. The reviewers examined a number of these to establish that canonical processes are being followed and recorded, and found matters to be satisfactory. Once these procedures are being properly followed, the NBSCCCI does not have any concern. It does however suggest that the Archbishop considers the copying of canonical file material that is relevant to child protection onto the case management files that are maintained by CSPS.

Standard 7

Implementing and Monitoring Standards

Standard 7 outlines the need to develop a plan of action, which monitors the effectiveness of the steps being taken to keep children safe. This is achieved through making a written plan, having the human and financial resources available, monitoring compliance and ensuring all allegations and suspicions are recorded and stored securely.

Criteria

Number	Criterion	Met fully or Met partially or Not met
7.1	There is a written plan showing what steps will be taken to keep children safe, who is responsible for implementing these measures and when these will be completed.	Met fully
7.2	The human or financial resources necessary for implementing the plan are made available.	Met fully
7.3	Arrangements are in place to monitor compliance with child protection policies and procedures.	Met partially
7.4	Processes are in place to ask parishioners (children and parents/ carers) about their views on policies and practices for keeping children safe.	Met partially
7.5	All incidents, allegations/ suspicions of abuse are recorded and stored securely.	Met fully

The Archdiocese of Dublin has produced a Strategic Plan – 2013 to 2016 for Child Safeguarding. This plan has been published on the Z-Cards that were described under Standard 5 above. The plan, while ambitious, is also realistic and achievable and indeed the reviewers had sight of some elements of the plan having already been activated, e.g. the initiation of an annual Safeguarding Day, and the Garda Vetting function has been transferred from HR to CSPPS. The comprehensive published written Strategic Plan 2013 to 2016 fully meets the requirements of Criterion 7.1.

It is clear that Archbishop Martin has prioritised Child Safeguarding and that he has ensured that all financial resources necessary are made available to deliver what is required to meet the goals set to ensure that children and young people are kept safe. While the reviewers did not see details of the various cost headings under the Strategic Plan, all evidence available points to this plan being fully funded. Criterion 7.2 is therefore met fully.

The quality of case management files and recording has already been commented on and the reviewers have seen the safe room in which all these materials are stored. Access to case management files is reserved to those who have a genuine case management function, and confidentiality of materials is well protected. Criterion 7.5 is deemed to be met fully.

The Strategic Plan 2013 to 2016 contains targets for both the monitoring of compliance and for further consultations with parishioners, both parents and children. The reviewers welcome these commitments and have confidence that they will be well met in the time period of the plan. As currently evidenced, Criteria 7.3 and 7.4 are met partially at this point.

Concluding remarks

Archbishop Martin is strongly commended for the leadership and commitment that he has given to the whole child safeguarding project in the Archdiocese of Dublin. His work is well evidenced in all aspects of child safeguarding that was elicited in the course of this review. He has people of skill and integrity in all the key roles within the very effective Child Safeguarding and Protection Office and their combined achievements in turning around a shocking and grievous situation have been remarkable. This work is ongoing and is being planned and managed in a manner that presages further important developments and improvements.

Recommendations

Recommendation 1

That Archbishop Martin would oversee the development of simple written protocols to support the communication of necessary information between the appointed Chairpersons of the Safeguarding Committee and of the Priest Support Committee with the Director of the CSPS.

Recommendation 2

That Archbishop Martin directs the Safeguarding Committee to develop a more complete and effective annual Parish Safeguarding Audit system and provides it with the resources necessary to do so.

Recommendation 3

That pending the review and revision of the written Policies and Procedures for the Archdiocese, that Archbishop Martin direct CSPS to work with the Safeguarding Committee to develop and publish guidance on the appropriate use of information technology (such as mobile phones, email, digital cameras, websites, the Internet) to make sure that children are not put in danger and exposed to abuse and exploitation.

Recommendation 4

That Archbishop Martin arranges through CSPS for the members of the Safeguarding Committee, Advisory Panel and of the Priest Support Committee to receive training appropriate to the tasks they are expected to discharge on his behalf.

Recommendation 5

That the Archbishop initiates a diocesan wide consultation with the priests and parishes to establish the need for producing child safeguarding materials in languages other than English.

Recommendation 6

That in addition to the precepts and /or the safeguarding agreements that are put in place, the Archbishop directs CSPS to develop a system of Risk Management Planning, so that the Priest Support Coordinator would in future work in accordance with the tailored risk management plans that would be drawn up for each priest for whom he has supervisory responsibilities.

Review of Safeguarding in the Catholic Church in Ireland

Terms of Reference (which should be read in conjunction with the accompanying Notes)

1. To ascertain the full extent of all complaints or allegations, knowledge, suspicions or concerns of child sexual abuse, made to the Church Authority (Diocese/religious congregation/missionary society) by individuals or by the Civil Authorities in the period 1st January 1975 up to the date of the review, against Catholic clergy and/or religious still living and who are ministering/or who once ministered under the aegis of the Church Authority, and examine/review and report on the nature of the response on the part of the Church Authority.
2. If deemed relevant, select a random sample of complaints or allegations, knowledge, suspicions or concerns of child sexual abuse, made to the Church Authority by individuals or by the Civil Authorities in the period 1st January 1975 to the date of the review, against Catholic clergy and/or religious now deceased and who ministered under the aegis of the Church Authority.
3. Examine/review and report on the nature of the response on the part of the Church Authority.
4. To ascertain all of the cases during the relevant period in which the Church Authority
 - knew of child sexual abuse involving Catholic clergy and/or religious still living and including those clergy and/or religious visiting, studying and/or retired;
 - had strong and clear suspicion of child sexual abuse; or
 - had reasonable concern;
 - and examine/review and report on the nature of the response on the part of the Church Authority.

As well as examine

- Communication by the Church Authority with the Civil Authorities;
- Current risks and their management.

- .
5. To consider and report on the implementation of the 7 safeguarding standards set out in *Safeguarding Children: Standards and Guidance Document for the Catholic Church in Ireland* (2009), including the following:
- a) A review of the current child safeguarding policies and guidance materials in use by the Church Authority and an evaluation of their application;
 - b) How the Church Authority creates and maintains safe environments.
 - c) How victims are responded to by the Church Authority
 - d) What training is taking place within the Church Authority
 - e) How advice and support is accessed by the Church Authority in relation to victim support and assessment and management of accused respondents.
 - f) What systems are in place for monitoring practice and reporting back to the Church Authority.

Accompanying Notes

Note 1: Definition of Child Sexual Abuse:

The definition of child sexual abuse is in accordance with the definition adopted by the Ferns Report (and the Commission of Investigation Report into the Catholic Archdiocese of Dublin). The following is the relevant extract from the Ferns Report:

“While definitions of child sexual abuse vary according to context, probably the most useful definition and broadest for the purposes of this Report was that which was adopted by the Law Reform Commission in 1990²² and later developed in Children First, National Guidelines for the Protection and Welfare of Children (Department of Health and Children, 1999) which state that “child sexual abuse occurs when a child is used by another person for his or her gratification or sexual arousal or that of others”. Examples of child sexual abuse include the following:

- exposure of the sexual organs or any sexual act intentionally performed in the presence of a child;
- intentional touching or molesting of the body of a child whether by person or object for the purpose of sexual arousal or gratification;
- masturbation in the presence of the child or the involvement of the child in an act of masturbation;
- sexual intercourse with the child whether oral, vaginal or anal;
- sexual exploitation of a child which includes inciting, encouraging, propositioning, requiring or permitting a child to solicit for, or to engage in prostitution or other sexual acts. Sexual exploitation also occurs when a child is involved in exhibition, modelling or posing for the purpose of sexual arousal, gratification or sexual act, including its recording (on film, video tape, or other media) or the manipulation for those purposes of the image by computer or other means. It may also include showing sexually explicit material to children which is often a feature of the ‘grooming’ process by perpetrators of abuse.”

²² This definition was originally proposed by the Western Australia Task Force on Child Sexual Abuse, 1987 and is adopted by the Law Reform Commission (1990) *Report on Child Sexual Abuse*, p. 8.

Note 2: Definition of Allegation:

The term allegation is defined as an accusation or complaint where there are reasonable grounds for concern that a child may have been, or is being sexually abused, or is at risk of sexual abuse, including retrospective disclosure by adults. It includes allegations that did not necessarily result in a criminal or canonical investigation, or a civil action, and allegations that are unsubstantiated but which are plausible. (NB: Erroneous information does not necessarily make an allegation implausible, for example, a priest arrived in a parish in the Diocese a year after the alleged abuse, but other information supplied appears credible and the alleged victim may have mistaken the date).

Note 3: False Allegations:

The National Board for Safeguarding Children in the Catholic Church in Ireland wishes to examine any cases of false allegation so as to review the management of the complaint by the Diocese/religious congregation/missionary society.

Note 4: Random sample:

The random sample (if applicable) must be taken from complaints or allegations, knowledge, suspicions or concerns of child sexual abuse made against all deceased Catholic clergy/religious covering the entire of the relevant period being 1st January 1975 to the date of the Review.

Note 5: Civil Authorities:

Civil Authorities are defined in the Republic of Ireland as the Health Service Executive and An Garda Síochána and in Northern Ireland as the Health and Social Care Trust and the Police Service of Northern Ireland.