



THE NATIONAL BOARD FOR  
**SAFEGUARDING CHILDREN**  
IN THE CATHOLIC CHURCH

**Review of Safeguarding Practice  
in the Congregation of  
The Missionary Sisters of the Holy Rosary**

**undertaken by**

**The National Board for Safeguarding Children in the  
Catholic Church in Ireland (NBSCCCI)**

**Date: December 2014**

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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 Irish 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 NBSCCCI is aware that some religious congregations have ministries that involve direct contact with children while others do not. In religious congregations that have direct involvement with children, reviews of child safeguarding have been undertaken by measuring their practice compliance against all seven Church standards. Where a religious congregation no longer has, or never had ministry involving children and has not received any allegation of sexual abuse, the NBSCCCI reviews are conducted using a shorter procedure. The size, age and activity profiles of religious congregations can vary significantly and the NBSCCCI accepts that it is rational that the form of review be tailored to the profile of each Church authority, where the ministry with children is limited or non-existent. The procedure for assessment of safeguarding practice with such congregations is set out in the contents page of this report. The NBSCCCI welcomes that in order to have full openness, transparency and accountability, religious congregations that do not have ministry with children have made requests to have their safeguarding practice examined and commented upon.

The Missionary Sisters of the Holy Rosary have currently a very limited role with children in Ireland. Their work relates to counselling, nursing, pastoral work, work with asylum seekers and internal administration. The congregation does not provide any direct services to children, young people or to families in Ireland. In addition there have been no recorded allegations of child sexual abuse against any member of this congregation and for these reasons, a limited review is appropriate.

The purpose of this review remains the same and it is to confirm that current safeguarding practice complies with the standards set down within the guidance issued by the Sponsoring Bodies in February 2009 *Safeguarding Children: Standards and Guidance Document for the Catholic Church in Ireland* and that all known allegations and concerns had been appropriately dealt with. To achieve this task, safeguarding practice in each of these Church authorities is reviewed through an examination of policy and procedures, and through interviews with key personnel involved both within and external to the religious congregation.

This report contains the findings of the *Review of Safeguarding Practice in the Congregation of the Missionary Sisters of the Holy Rosary* undertaken by the NBSCCCI in line with the request made to it by the Sponsoring Bodies.

The findings of the review have been shared with a reference group before being submitted to the Regional Superior along with any recommendations arising from the findings. The review is not based on a review of case material as during the relevant time period there were no allegations made against members of the congregation that were within the Terms of Reference. There also were no allegations in respect of other forms of abuse within the time period, in respect of deceased and living members of the congregation. The review therefore is primarily based on policies and procedures made available plus interviews with key personnel involved in the safeguarding process within the congregation, particularly in the services run by the congregation.

## 1. **Introduction**

The Congregation of the Missionary Sisters of the Holy Rosary was founded in 1924 by Bishop Joseph Shanahan, then Vicar Apostolic of Southern Nigeria, as a missionary order to promote the evangelization of Nigeria through provision of Catholic education. It was first established in Co. Cavan. It is a vowed, apostolic religious community, whose constitution was approved in Rome in 1938 ([www.holyrosarymissionarysisters.org](http://www.holyrosarymissionarysisters.org)). The congregation subsequently developed a network of ministries globally, with missions in Ireland, England, USA, Mexico, Brazil, South Africa, Zambia, Cameroon, Nigeria, Kenya, Ethiopia, Sierra Leone, Liberia and Ghana. The ministries provide a range of activities and services, in education, health care, pastoral work, social work, justice and peace, refugee programmes and work to end human trafficking. The work of the congregation is very strongly focused outside Ireland. There are 359 Holy Rosary Sisters in 14 regions and in some 87 houses internationally. There are 24 Sisters in formation, all of whom come from developing countries. The Generalate of the congregation is based in Dublin, and consists of the Congregational Leader supported by a three person Congregational Leadership Team. This structure is mirrored in each of the regions, with a Regional Leader and Regional Leadership teams relating to smaller local communities of Sisters. The congregation holds a General Chapter every six years, with two set meetings in the intervening time between the congregational and regional leadership teams. The leadership style of the congregation emphasizes a high level of involvement of all in decision making.

## 2. **Role Profile (past and present role with children):**

As already noted, the focus of activity of the Missionary Sisters of the Holy Rosary has been on missionary work abroad and their service profile in Ireland is low. They provided and managed a single secondary school in Artane (Edenmore) between 1963 – 1987, when it closed. The Sisters, who currently carry out ministries in Ireland work in the areas of counselling, nursing, pastoral work, work with asylum seekers and internal administration. The congregation does not provide any direct services to children, young people or to families.

## 3. **Profile of Members:**

The Irish congregation (which includes the UK, and which is designated as the Central Region) consists of 157 Sisters. Their average age is 83 years, and they are located in three larger communities in Artane, Cavan and in Dartry, with a number of smaller communities in Dublin, Cavan, Cork, Wexford and Bettystown. Additionally, there are five Sisters who live singly, as well as one small community in Coventry. There is also a nursing home in Glasnevin, Dublin, where twenty elderly Sisters receive care. There are no Sisters in formation in the Central Region.

**4. Policy and Procedures Document:**

The safeguarding policy for the Central Region of the Missionary Sisters of the Holy Rosary is entitled *Central Region Child Protection Policy 2011*. This document is based on the congregational policy *Holy Rosary Child Protection Policy 2010*. The policy was issued with a covering letter on 09.07. 2010 to all Regional Leaders from the Congregational Leadership Team stating that it applies to all and that *a lot can be learnt from the painful experience of the Church in Ireland and the steps that have been taken to prevent similar mistakes being committed by Religious and Clergy in the present and future*. It requires each region to prepare its own (customised) policy. The congregational policy is structured in three sections, section one sets out guiding principles (gospel values, the vision of Bishop Shanahan, the United Nations Convention on the Rights of the Child (UNCRC), and the civil laws of the host country); section two contains definitions, signs and symptoms, codes of behaviour for adults and children, and guidance on dealing with allegations and suspicions of child abuse; section three refers to safeguarding structures to implement and monitor the policy at local, regional and congregational levels, and to education and training. In relation to the latter the policy states that all should be inducted, and that skills and knowledge formation should be updated. The reviewer has also seen a document entitled *MHSR Guidelines*, which sets out the steps to be taken for implementation, as well as a checklist of essential and optional requirements for each region's safeguarding policy. The Irish (Central Region) policy follows this structure, with a number of additional aspects. It notes, for example, that the Republic of Ireland signed up to the UNCRC in 1990, ratified in 1992; it contains a summary of relevant legislation in Ireland; it identifies contact persons and processes for implementing the policy; it contains proformas; it addresses areas such as confidentiality, procedures for dealing with allegations and suspicions of abuse by a Sister or member of staff, and pastoral care. The policy is available and is displayed in all of the communities, and all Sisters have engaged in awareness raising programmes (which are updated) delivered by the Designated Safeguarding Person. Vetting is required and is conducted either through the IMU, or as appropriate in the settings in which Sisters are carrying out ministries.

It is clear that the Sisters of the Holy Rosary have given considerable thought and commitment to the preparation and dissemination of their safeguarding policy. The production of a safeguarding policy statement for the congregation internationally is to be commended. The Central Region policy 2011 addresses most of the key requirements for safeguarding and the following issues are listed to improve the current document.

- It should refer in its introduction to the seven safeguarding standards which provide the framework for safeguarding in the Church in Ireland. This will be revised in 2015.
- It should describe the existing vetting process.
- It should describe the canonical process to be implemented in the event of an allegation.
- It should describe the process for ensuring that Sisters transferring from one location to another are in good standing from a safeguarding perspective.
- It should contain a communications policy for the dissemination of safeguarding information within the region.
- It should contain the requirement for the Regional Leader to have in place a strategic safeguarding plan, with an annual report from the Child Protection Committee formally updating her on safeguarding issues.

5. **Structures:**

Responsibility for safeguarding within the Central Region rests with the Regional Leader. She is supported by a Designated Safeguarding Person, who chairs the Regional Child Protection Committee, and which meets at least twice annually. Its membership is drawn from safeguarding representatives in the communities. Its primary role has been to raise and maintain awareness of safeguarding and to monitor the implementation of the policy. The Designated Safeguarding Person maintains a presence in communities through site visits and liaison with community safeguarding representatives. The Sisters of the Holy Rosary have not required access to specialist advice to date and do not have an Advisory Committee. Their initial response in the event of an allegation or concern would be to seek advice from the NBSCCCI.

6. **Management of Allegations and liaison with the statutory authorities:**

There have been no allegations made against any Sister in the Central Region, and there has been no requirement for active liaison with An Garda Siochana or TULSA .

7. **Conclusion**

The review has seen evidence of substantial activity within the congregation of the Sisters of the Holy Rosary to develop their policy and to prioritise the safeguarding agenda.

**RECOMMENDATION 1 – Interim Policy Changes**

The Regional Leader should make interim changes to the Central Region policy to include

- a) the context of the NBSCCCI standards framework in Ireland
- b) vetting process
- c) canonical process
- d) transfer policy
- e) communication policy

**RECOMMENDATION 2 – Strategic Safeguarding Plan**

The Regional Leader should develop a three year safeguarding plan, with annual update reports from the Child Protection Committee on the development of the Safeguarding agenda.

## **Review of Safeguarding in the Catholic Church in Ireland**

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

### **Small Religious Congregations**

#### **Introduction**

In order for the NBSCCCI to be able to state that all Church Authorities on the island of Ireland have been evaluated in respect of their child safeguarding policies and practices, both historical and current, then some form of appropriate assessment has to be conducted of every one of these. It is rational however that the form of assessment is tailored to the profile of each Church Authority, and that needless expenditure of resources and unnecessary interference in the life of religious orders and communities that have no children-specific ministry would be avoided.

This review seeks to examine the current arrangements for safeguarding children across small Religious Congregations /Orders, and Missionary Societies in Ireland who have limited or no direct contact with children as part of the congregations ministry.

It would also scrutinize practice within all known cases to ensure that they have been responded to appropriately.

The review's methodology is an adaptation of the methodology developed for all dioceses and large religious congregations and missionary societies, where the ministry involves regular contact with children.

The proposed review would consider the following:-

- (a) Former role with children
- (b) Allegations of child abuse against members and how these have been responded to
- (c) Existing relationships with statutory authorities such as the HSE, An Garda Síochána in the Republic and the HSCT or PSNI in Northern Ireland.
- (d) Policies in place and being applied for safeguarding children
- (e) Roles and responsibilities and where they exist the operation of Advisory Panels, and Safeguarding Committees

The objective of the review would be to confirm if there have been any allegations and how known allegations have been responded to; in addition the review seeks to confirm what the current arrangements for safeguarding children are. In particular, emphasis will be placed on establishing how policies and practice matches up to the standards set down in the *Safeguarding Children: Standards and Guidance Document for the Catholic Church in Ireland* published by the National Board for Safeguarding Children in the Catholic Church in Ireland launched in February 2009. Priority, at all times, will be given to how policy and practice can be improved and strengthened. If policies and/or practices are identified that are concerning, inadequate, or dangerous, they will be addressed through the provision of

guidance and support, and through the reporting of these situations to the appropriate statutory authorities, if this has not already happened. Similarly, those that are good examples will be highlighted with a view to them being adopted comprehensively across all parts of the Church. All cases that relate to alleged or known offenders that are alive will be read and included in the review. In cases where the alleged or known offender is deceased, these will be sampled in an attempt to gather learning from them that will be used to inform the framing of recommendations.

### **Guidance Documents**

The review will be guided by the following:-

- (a) *Safeguarding Children: Standards and Guidance Document for the Catholic Church in Ireland.*
- (b) Children First Guidance in ROI; and Regional Child Protection Guidelines in Northern Ireland;
- (c) Legislation that exists in each jurisdiction which contributes to safeguarding children and young people.

The review will be undertaken by the National Board for Safeguarding Children in the Catholic Church in Ireland through their National Office and led by the Chief Executive Officer.

The review process will be overseen by a **Reference Group** to whom the CEO will report on a regular basis. The membership of this **Reference Group** has been drawn from each of the statutory child protection agencies in both jurisdictions, along with eminent individuals in the field from academia. The current Reference Group consists of : Dr Helen Buckley (TCD); Mr Paul Harrison (Tusla), and John Toner (SBNI).

It is important to confirm that the value of the review is dependent upon full and complete access to all relevant documentation and information relating to the abuse of children known to the individual Church authorities. The review will proceed on the basis that willingness exists on the part of each of the subjects of the Review to provide full access to the fieldwork team, subject, where relevant, to the terms of the Data Processing Deed agreed between the Sponsoring Bodies and entered into between the parties hereto.

## **Step Guide to the Review Process**

### **Step 1.**

A letter of invitation to review is sent by the Provincial/Regional Superior or other person responsible for the Congregation/ Order or Missionary Society (hereinafter referred to as ‘the Ordinary’).

### **Step 2.**

The CEO will forward a survey to the provincial which will identify:

- Current number of members
- Past role with children
- Current role with children
- Total number of allegations received up to 2014
- Number of living members against whom there are allegations

### **Step 3.**

For any Order where there have been allegations a full review will proceed, as per step **4 - 23**. For those Orders where there have been no known allegations a desk top examination of policies and procedures will take place followed by a site visit to interview all relevant personnel within the safeguarding structure. For these orders **step 5 and 13-23** will apply.

### **Step 4.**

The CEO and Ordinary will confirm the dates for the fieldwork for the Review, and names of the fieldwork team.

### **Step 5.**

The Church Authority will be asked to make available all of the case files and related documentation in respect of any safeguarding concerns that have been identified within the diocese. The Church Authority will make available a room with wireless internet access for the reviewers to conduct their review of files, so that any records made by the reviewers can be directly typed and stored onto a secure server which is only accessed by the reviewers. In the absence of internet access the reviewers will type their notes onto a secure encrypted usb stick for later uploading onto the secure server.

### **Step 6.**

The Church Authority will be requested to sign the revised Data Processing Deed prior to the arrival of the team.

**Step 7.**

The Church Authority will arrange a schedule of interviews with all who hold safeguarding roles within its functional area. The designated person and the Church Authority will be available to the reviewers throughout the period of fieldwork.

**Step 8.**

The fieldwork team when they arrive on site will firstly confirm that they have a suitable place to work in and that all the required documentation has been provided to them for their review. In the event that the fieldwork team forms the opinion that the Church Authority has not provided access to all such documents, the Board shall give notice in writing to the Church Authority of the opinion of the fieldwork team and such notice shall specify the reasons for same. Thereupon, the Church Authority shall respond in detail to the Notice. Each party shall use its best endeavours to resolve any differences of opinion which shall arise and, in the event that resolution is not arrived at, the parties will attempt to resolve the dispute by recourse to the services of a mediator agreed between them or nominated for the purpose at the request of any of them without prejudice to the Board's entitlement to terminate the review. In the event that resolution has not been arrived at following mediation, either party shall be at liberty to terminate forthwith the Review.

**Step 9.**

On arrival, the fieldwork team should be supplied with a single case file index that lists all the cases that have been created within the diocese. These may be divided into two groups. The first group will contain all allegations that relate to living alleged or known perpetrators. The second will contain any that are deceased.

**Step 10.**

Depending on the volume involved a decision should be made as to whether all or a random sample of the "deceased group" should be reviewed. Care should be taken to include all prominent cases in the sample.

**Step 11.**

Each case file will be reviewed by each fieldworker independently in the first instance. They will create a written summary with chronological information of the case. In certain cases a second reader may be required, this will be discussed and agreed between the fieldworkers.

**Step 12.**

Following the reading of the case and the creation of a summary, the fieldworkers will analyse and assess the actions taken in the case. They will assess compliance with agreed Church policy that was extant at that time. They will also indicate whether any current risk exists in respect of the information contained within the file and advise the church Authority of necessary safeguarding action to reduce the risk.

**Step 13.**

When all the case files have been read, the fieldwork team will then examine and review any procedures or protocols that exist within the diocese to confirm that they are in compliance with the *Safeguarding Children: Standards and Guidance* document issued by the NBSCCCI in February of 2009.

**Step 14.**

To complete the review, the fieldwork team will then seek to speak to those directly involved in the safeguarding structure in the diocese. This should include the Advisory Panel, a sample of parish safeguarding representatives, the designated person, the safeguarding committee, victim support and advisors and the Bishop/Provincial. The purpose of these interviews is to form a view of the competence and effectiveness of the safeguarding structure that exists within the Church Authority.

**Step 15.**

The fieldwork team will also seek to speak to representatives of the key statutory agencies to provide them with an opportunity to express their views on the quality of the working relationships that exist between them and the Church Authority.

**Step 16.**

A verbal feedback session on initial key findings will be given to the Church Authority.

**Step 17.**

Upon completion of the field work, the team may request to take materials – other than casework records to review off-site; this alongside all materials gathered by the reviewers, including written notes on cases and meetings, will be analysed and will form the basis of the draft assessment review report.

**Step 18.**

The draft will be forwarded to the Church Authority for factual accuracy checking.

**Step 19.**

Alongside all other reports under review, the report will be presented in draft to the Reference Group for their critique and comment. If further work is required at the direction of the Reference group the CEO will ensure this work is completed and advise the Church Authority accordingly.

**Step 20.**

The report will be legally proofed by NBSCCCI lawyer.

**Step 21.**

The report will be forwarded to the NBSCCCI for approval.

### **Step 22**

A final draft report will then be submitted to the Church Authority. The expectation would be that the report will be published by the Church Authority at an agreed time in the future.

### **Step 23.**

All case material written, including summaries, as part of the review, which are for the reviewers use only, will be stored on a secure server.

### **Guide for Reviewers**

In terms of small (female religious orders) reference should be made to the following:

1. Has the Order provided alternative care to children in an orphanage, industrial school or children's residential home, but no longer is engaged in running such services;
2. Has the order provided education to children, in both or either boarding schools and day schools, but no longer does so ;
3. Has the order provided medical and/or nursing services to children, but no longer does so;
4. Has the order provided any other services to children, in community services centres, youth clubs etc., and no longer does so;
5. Does the order currently provide any sort of service to children and families that brings them into regular contact with children;
6. Has the order never provided any service to children (e.g. contemplative orders).

In relation to category 1 above;

1. The reviewers will establish whether any service they provided is included in the list of children's residential services produced by the Residential Institutions Redress Board (RIRB);
2. If this is the case, reference should be made to this.
3. If complaints have been referred to the Redress Board or Ryan Commission, this review cannot access these records and that will be stated in the report.
4. If the order has received complaints which have not been processed through Redress or Ryan these cases will be thoroughly examined as detailed above.

## **Review of Policy and Procedures**

- 1.** It is recognised that not all Orders will have any ministry with children and therefore their policies and procedures should reflect the work that they do with children.
- 2.** If the Order only works through other organisations, example in Diocesan work or in schools, they are required to follow the policies of those organisations.
- 3.** If there are gaps in the policy document an assessment should be made as to whether the ministry engaged in requires full compliance with all criteria attached to the seven standards
- 4.** Where it is clear that the criteria do not apply a reference should be made at the beginning of the review report that the Order's ministry is not directly with children and therefore adherence to particular criteria do not apply.
- 5.** In the Order is a contemplative Order, there is no expectation that they will have detailed policies and procedures, but reference should be made to their ministry and that they have no contact with children.
- 6.** In all cases, contact will be made with the civil authorities to identify if they have any child safeguarding concerns in relation to the order.