



Private and Confidential

Review of Safeguarding Practice

in the

Pallottine Fathers and Brothers (Irish Province)

undertaken by

The National Board for Safeguarding Children in the

Catholic Church in Ireland (NBSCCCI)

The review was conducted at the invitation of the Provincial Rector, Fr Derry Murphy

October 2014

CONTENTS

Background	<i>Page 3</i>
Standard 1 <i>A written policy on keeping children safe</i>	<i>Page 7</i>
Standard 2 <i>Management of allegations</i>	<i>Page 10</i>
Standard 3 <i>Preventing Harm to Children</i>	<i>Page 15</i>
Standard 4 <i>Training and Education</i>	<i>Page 19</i>
Standard 5 <i>Communicating the Church's Safeguarding Message</i>	<i>Page 21</i>
Standard 6 <i>Access to Advice and Support</i>	<i>Page 23</i>
Standard 7 <i>Implementing and Monitoring Standards</i>	<i>Page 26</i>
Recommendations	<i>Page 28</i>
Terms of Reference	<i>Page 29</i>

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, *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 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 Pallottine Fathers and Brothers (Irish Province)* undertaken by the NBSCCCI in line with the request made to it by the Sponsoring Bodies. It is based upon the case material made available to the reviewers by the Provincial Rector, along with interviews with selected key personnel who contribute to safeguarding within the Pallottine Fathers and Brothers. The NBSCCCI believes that all relevant documentation for these cases was passed to the reviewers and the Provincial Rector has confirmed this.

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

Introduction

St. Vincent Pallotti (1795-1850) founded the Pious Society of the Catholic Apostolate in Rome and it received its first recognition from the Holy See on April 4th 1835. The charism of Pallotti's foundation is to "revive faith and rekindle charity" throughout the world and all the various components which make up the Union of Catholic Apostolate engage in this. From modest beginnings the Society of the Catholic Apostolate, commonly known as Pallottines, is now made up of 13 Provinces and 7 Regions and is present in 45 countries. The Pallottine presence in the territory which is now entrusted to the Irish Province, the Mother of Divine Love Province, goes back to the lifetime of Vincent Pallotti, who sent two of his companions to London in 1844. Other foundations followed in England, in the USA and in Argentina, all in the 19th century. In 1909 the Society of the Catholic Apostolate, known as the Pallottines, was divided into four Provinces, the Irish Province was constituted with the houses in England, Argentina, New York, and Ireland and also included the Church of San Silvestro in Capite, Rome. The Provincial House was initially in Argentina, it was moved to London in 1928 and from there to Dublin in 1978.

The Irish Province sent the first Pallottine missionaries to Tanzania in East Africa in 1940 and a house of formation was opened in Nairobi, Kenya, in 1986. Currently the Province comprises four delegatures, in Argentina, England, East Africa and the USA, as well as the community at San Silvestro in Rome and the communities in Ireland. History determined that the Mother of Divine Love Province develop as a missionary province with the majority of the members ministering outside of Ireland and this continues to be the case.

In Ireland the Pallottines have pastoral care of two parishes in the Archdiocese of Dublin and there are five members working in them and two members work in diocesan parishes, one in the Archdiocese of Dublin and one in the Diocese of Ossory; the original house in Thurles is now a retreat and conference centre and a residence for older and retired members. The formation community is based at Pallotti House, Dundrum, alongside the Provincial House. In England the Pallottines administer 4 parishes and 1 member is a chaplain to a convent and nursing home.

In the USA, members of the Province administer 4 parishes, a Mission Promotion Centre in Detroit and 2 members are full-time hospital chaplains. In Argentina members of the Province administer 7 parishes and administer 5 schools. The schools were established in 5 Pallottine parishes to provide education for the local population. Today four of the schools cater for pupils from Kindergarten, through Primary Level Education and Secondary Level Education, the fifth school has a Kindergarten and Primary Level School.

In East Africa members of the Province work in Nairobi, Kenya, and administer 2 busy city parishes. The Pallottines have a formation house for students of theology also in Nairobi. In Tanzania, the Pallottines are entrusted with a city parish in Arusha, 7 parishes in more rural areas and a Rehabilitation Centre for handicapped children in Siuyu, Tanzania. The Rehabilitation Centre is administered in conjunction with the Missionary Sisters of the Catholic Apostolate (Pallottine Sisters) and a group of committed lay persons. The Pallottines have a formation house for students of philosophy in Arusha. This review has taken account of all safeguarding practice across the Irish Province, including in those countries referenced above. The practice in terms of allegations made in Ireland against members is for the Provincial of the Irish Province to manage these through the province's safeguarding procedures. Where a member has been accused in another

country, the practice is that all legal and Church investigations are completed in the country the alleged incident occurred. If safeguarding concerns remain, consideration is given to bringing that member to Ireland for monitoring purposes upon completion of civil investigations, or if there is a need to investigate any allegations which have emerged from Ireland or another country. All case files relating to allegations of abuse are stored in the Provincial House in Dublin and were reviewed by the reviewers.

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 guidance, *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 Pallottines. 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, religious order or Society of Apostolic Life - 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 the Pallottines meet 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 partially
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

In 2013, the Pallottine Fathers and Brothers, Irish Province published *Ensuring the Safety of Children: Safeguarding Children Protection Policy and Procedures*. The document is endorsed by the Provincial Rector and sets out a commitment by the Pallottines to review their safeguarding policies and procedures yearly. This review is to be completed by the Safeguarding Committee and presented to the Provincial Council and the document will be subject to any changes, updates or adaptations deemed necessary by law or new standards of best practice.

The policy document was compiled to direct all Pallottines, Pallottine Communities and their employees and volunteers, in the safeguarding of children. The document states that it is designed to educate, instruct and facilitate Pallottines and their co-workers in the task of creating safe and protected environments for children and acknowledges that respect for the innate dignity of every person is a fundamental principle emanating from the Gospel and enunciated in the teaching of the Catholic Church.

The Pallottine Fathers and Brothers acknowledge their responsibility in preventing abuse and through their safeguarding policies and procedures they have set out procedural guidelines to address child protection concerns. The document stated that the guidelines are in compliance with:

- *Safeguarding Children: Standards and Guidance Document for the Catholic Church in Ireland* (National Board for Safeguarding Children in the Catholic Church in Ireland 2009), including *Guidance on Leave and Restriction from Sacred Ministry and Apostolate for Clergy and Religious* (May 2013).
- *Children First: National Guidance for the Protection and Welfare of Children* (Dept. of Children and Youth Affairs, 2011).
- UNCRC: United Nations Convention on the Rights of the Child, ratified by Ireland in 1992.
- “Procedure to be followed in case of accusation of sexual abuse of a minor” of the Juridical Commission of the Society of the Catholic Apostolate (2012).

The Pallottines Safeguarding Children document itself is concise, but unambiguous and comprehensive in the direction of safeguarding measures and expectations. It contains relevant resource material that is presented in a clear, practical and readable format. The document is easily accessible from the Pallottine Ireland website (<http://pallottines.ie/safeguarding-children/>).

Members of the Pallottine Fathers and Brothers (Irish Province) currently work in Ireland, England, Tanzania, Kenya, North America, Argentina and Rome. The Pallottines’ safeguarding children protection policy and procedures, states that members of the Province in overseas missions must comply with the terms of the local Episcopal Conferences policy and procedures, as well as that of the Pallottines.

The policy document goes on to state that members working overseas must ensure that recruitment and selection processes for staff are compliant with the criteria set out in the safeguarding policy and with those of the authorities of the countries they minister in. The reviewers consider Criteria 1.1 to 1.3 to be met fully.

In stating that Criterion 1.4 is partially met the reviewers are acknowledging that *Ensuring the Safety of Children: Safeguarding Children Protection Policy and Procedures (2013)* is the first comprehensive and integrated policy document produced by the Pallottine Fathers’ Irish Province. While production of the safeguarding policies and procedures document is welcomed by the reviewers, the requirements to meet Criterion 1.4 will be met fully when a process of review leads to the publication of an updated 2015 version of the document.

Criterion 1.5 is met through the Pallottine safeguarding policies and procedures and the reviewers were impressed with the code of behaviour and risk assessment of activities set out

in the document. The reviewers also noted that in Ireland the Pallottines have the pastoral care of two parishes in the Archdiocese of Dublin and two members work in other diocesan parishes. The Pallottine priests in the parishes in the Archdiocese of Dublin are nominated by the Provincial and appointed by the Archbishop. Therefore, the parishes are subject to the Archdiocese of Dublin safeguarding policies and procedures and the Pallottine safeguarding policies and procedures and the requirements of Criterion 1.5, in relation to Church activities and community work, are also met through these policies. One priest is an assistant priest in the Diocese of Ossory and the diocesan safeguarding policies and procedures are followed by him.

The reviewers consider Criteria 1.6, 1.8 and 1.9 to be met fully and the requirements of these criteria are appropriately addressed within the *Ensuring the Safety of Children: Safeguarding Children Protection Policy and Procedures (2013)* document.

In relation to Criterion 1.7, the definitions of abuse are set out in Appendix 4 of the policies and procedures document; it would be preferable that these are incorporated into the body of the document, as the reviewers felt there was a lack of cohesion between having the information unreferenced within the appendices and the educational and practical value of defining abuse and embedding those definitions within the context of the safeguarding policies and procedures.

Recommendation 1

The Provincial Rector should ensure that appropriate emphasis is placed on the definitions of abuse when their safeguarding document is revised. He should consider the educational and contextual value of having the definitions contained and referenced within the body of the document.

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 the Pallottines meet 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

The reviewers consider that Criteria 2.1 to 2.4 are met fully, given the clear procedural guidelines set out in the safeguarding policy. The guidelines are consistent with current legislation and the National Board's safeguarding standards. The Designated Officer has been

in position since 2009 and supported by the Provincial Rector, is clear in his role and responsibility within the safeguarding structures. The process of recording information, as required by Criteria 2.4, is addressed in *Ensuring the Safety of Children: Safeguarding Children Protection Policy and Procedures (2013)*; and the Society has practical arrangements in place for storing recorded information securely.

The reviewers also consider that the requirements of Criterion 2.5 are met fully as the policy document refers specifically to complaints made about unacceptable behaviour. The reviewers acknowledge the inclusion of the terms ‘concern, allegation, suspicion, or disclosure’, as outlined in the reporting procedures, as substantive; and Criterion 2.5 relates to complaints made which are distinct from abuse allegations. Guidance on how to hear concerns is outlined in the policy document and the role of the person receiving the concern is clearly defined. The document also refers complainants who are dissatisfied with the way the Society has dealt with a concern to Resource 13 of the standard and guidance document of the Catholic Church *Safeguarding Children: Standards and Guidance Document for the Catholic Church in Ireland*, or advises the complainant to contact the National Board for Safeguarding Children in the Catholic Church in Ireland (NBSCCCI) for assistance.

‘Safeguarding Children Protection Policy and Procedures’ (2013) includes guidance for Pallottine Fathers on the seal of confession. The reviewers welcome the inclusion of these guidelines and the clear expectations on priests within the Sacrament of Penance. The policy states that a priest must be clear about the status of any conversation relating to an allegation of abuse and make sure there is no misunderstanding about whether the seal of confession applies. The policy recognises the obligations of the sacramental seal and sets down that no priest exercising a function under child safeguarding procedures should celebrate the sacrament of penance with a person whom he knows is a respondent or a complainant in a child abuse case. The policies and procedures provide guidance on confidentiality and the sharing of information and the reviewers are satisfied that all of the allegations known to the Pallottine Fathers and Brothers have been reported to the statutory authorities. With consideration to the above, the reviewers are satisfied that the requirements of Criterion 2.6 are met fully.

Table 1

Incidence of safeguarding allegations received within the Pallottines against priests and brothers, from 1st January 1975 up to time of review.

Pallottine Fathers and Brothers		
1	Number of members (priests and brothers) against whom allegations have been made since the 1 st January 1975 up to the date of the Review.	8 priests 1 brother
2	Total number of allegations received by the Order since 1 st January, 1975	21
3	Number of allegations reported to An Garda Síochána/other Police Service involving priests and brothers since 1 st January 1975.	19*
4	Number of allegations reported to the HSE (or the Health Boards which preceded the setting up of the HSE) involving priests and brothers of the Order since 1 st January 1975.	21
5	Number of priests (still members of the Order) against whom an allegation was made and who were living at the date of the review.	5
6	Number of priests against whom an allegation was made and who are deceased.	3
7	Number of priests against whom an allegation has been made and who are in ministry.	3
8	Number of priests against whom an allegation was made and who are “Out of Ministry, but are still members of the Order”.	2
9	Number of priests against whom an allegation was made and who are retired.	0
1 0	Number of priests and brothers against whom an allegation was made and who have left the Order/ priesthood.	1 Priest 1 Brother
1 1	Number of priests and brothers of the Order who have been convicted of having committed an offence or offences against a child or young person since the 1 st January 1975.	0

*17 allegations have been reported to the Gardaí. Two allegations have been addressed by police in another jurisdiction. Two (2) did not meet the threshold for reporting to any agency, however these were reviewed by NBSCCCI and TUSLA who both agree with this assessment

The safeguarding files held by the Pallottines are well organised. The files are structured under the name of the priest with sub-sections allocated to the survivors or allegations. All of the material is ordered and accessible. The Pallottines have received 19 allegations against 9 identifiable priests or brothers since 1975. There are also 2 allegations received against unidentified priests/or members. Of the 9 identified priests or brothers, 2 are deceased, 2 are out of ministry, 3 are in ministry, 1 left the Pallottines and is deceased, and 1 brother left the Pallottines and is presumed alive.

All of the allegations were formally received by the Pallottines between 1993 and 2013 and refer to alleged incidents of abusive behaviour between approximately 1960 and 2000. There have been no criminal convictions related to the allegations of any priest or brother from the Pallottine Fathers and Brothers (Irish Province).

Of the 19 allegations, 11 incidents occurred outside of Ireland, 7 in Ireland, and 1 location is unknown due to the lack of detail provided. Of the two men out of ministry, Father A has 9 allegations against him, while Father B has 3 allegations against him.

The timeframe of reporting to the civil authorities has varied. It is evident from the files that there were delays in reporting information to An Garda Síochána and the Health Services Executive. A number of historical allegations were reported to the statutory authorities in 2010 and since then there has been improvement in the reporting practices. The reviewers are satisfied that since 2011 the reporting procedures are at an acceptable standard and all allegations, where there is an identifiable alleged perpetrator of abuse, have been reported to the relevant authorities.

As with reporting procedures, the files indicate that historical safeguarding practices were inconsistent. The response and management of allegations was further complicated when the incident had taken place outside of the jurisdiction. Given that there were no criminal convictions relating to any of the allegations, investigation into the validity of the allegation, and potential risk posed by the alleged offender, was conducted within Church processes.

With regard to the cases, Fr A admitted to sexual abuse of nine children over approximately 30 years. His first known incident of abusive behaviour, involving two survivors, occurred when he ministered outside of Ireland. The allegation was reported to the local diocese but not shared with police from that jurisdiction. Instead Fr A was moved and he went on to sexually abuse four other children. He was removed from ministry and has been ever since under strict supervision. Since his removal from ministry, three allegations have been made against Fr A. The reviewers were made aware that Fr A is monitored, reviewed the written plans and are satisfied that these plans are robust. The canonical process has not been initiated and the reviewers questioned the hesitation in doing so. It is recognised within the Pallottine safeguarding personnel that Fr A poses an active risk to children and the reviewers are satisfied that all reasonable steps have been taken to minimise Fr A's level of risk.

Historically, where the Pallottines initiated an investigation of the allegations and management of the perpetrator, the process was slow and reliant on external agencies and the cooperation of the survivor and perpetrator, as demonstrated in case B.

In relation to Fr. B, the Pallottines received three allegations against him over nineteen years. The first allegation referred to an incident where Fr B allegedly sexually abused a minor approximately 30 years prior to notification to the Pallottines. Following this allegation, Fr. B was removed from ministry and placed under supervision while the investigation took place. On completion of the investigation Fr. B. resumed his ministry.

A second allegation was received approximately 11 years later and a third allegation received approximately 8 years after that. All of the allegations were notified to the statutory authorities. The Pallottines referred Fr B for professional assessment, and they have also sought advice from the NBSCCCI's National Case Management Reference Group (NCMRG). Upon receipt of the third allegation against Fr B, the Pallottines have begun a canonical

investigation. There are clear restrictions in place with regard to this priest's ministry and access to children.

The reviewers note a significant change took place in 2000 with the then Provincial taking decisive action and showing increasing clarity in managing allegations as well as showing strong leadership. This approach continues with the current leadership and safeguarding team.

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 the Pallottines meet 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).	Partially met*
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.	Partially met*

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.	Partially met*
3.9	Policies include guidelines on the personal/ intimate care of children with disabilities, including appropriate and inappropriate touch.	Not met*

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 fully
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

Where criteria are denoted with an *, it is recognised that the range of activity relating to children and young people performed by the Society is very limited, and the criteria has minimal application. It is also noted that the activities relating to these criteria are minimally reflected in the day to day activities of the Pallottine Fathers and Brothers. Where Pallottine members are called upon to assist in activities for children coming from another organisation, e.g. school day-retreats; *Safeguarding Children Protection Policy and Procedures* (2013), states that the member should critically evaluate the safeguarding practices of the organisation. The member is advised to adhere to good practice, and where necessary, highlight safeguarding deficits.

The reviewers are aware that the Pallottine Fathers and Brothers are present in three parishes within the Archdiocese of Dublin and are primarily subject to the safeguarding policies and procedures set down by the Archdiocese and then to the Pallottines policies and procedures.

The reviewers are satisfied that Criteria 3.1 to 3.4 are met through *Safeguarding Children Protection Policy and Procedures* (2013). In relation to Criteria 3.2 and 3.3, (recruitment and vetting), the reviewers were informed that those involved in parish activities have been Garda vetted. It is also the policy within the Society, that where possible, all Pallottine fathers, brothers and students are vetted, by the relevant authorities (Garda Vetting in Ireland; CRB vetting in England, a police check to obtain a Certificado de Antecedentes Penales – or Certificate of Criminal Record in Argentina and equivalent criminal record check in USA).

Criterion 3.5, 3.7 and 3.8 are partially met, as ministry with children is governed by the policies of the organisation in which that ministry takes place – e.g the relevant diocesan

policy is followed where Pallottine Fathers are involved in parish activities. Guidance on a code of behaviour for children is provided by the diocesan policies and procedures, *Child Safeguarding and Protection – Policy and Procedures (2008) (Page 12)*; work in schools follows the relevant Ministry for education.

Criterion 3.9 has limited relevance to the activity of the Society. However, it is worthy of note that the policy and procedural document does not distinguish between children with different abilities and the expectations of good safeguarding practice is pertinent to children with and without a disability.

The reviewers consider Criteria 3.10 to 3.11 to be met fully. The reviewers were impressed by the policy relating to a pre risk assessment of activities. This policy advises that the Pallottines should visit where the activity is to take place beforehand and assess possible risk and take measures to diminish identified hazards.

Criterion 3.12 is met partially. While the policy document refers to correct use of ‘photographs and videos’, and states, on Page 16:

- Avoid all inappropriate communication with children through the Internet, e-mail, text messages or otherwise.
- Ensure that permission of the parent/guardian is given when taking photographs and making videos or other recordings of children in the course of ministry to them.

The guidance however does not reflect how to positively use digital media or give any guidance on what is appropriate use of new technologies.

The Pallottines have yet to establish a safeguarding committee, one of whose functions would be to oversee the requirements needed to meet all of the Standard 3 criteria. The Provincial Rector, the Designated Officer, and two Safeguarding Representatives are presently completing the activities expected of a safeguarding committee. However, while they are responsible to the Provincial Rector (and the Archbishop in the case of the parish safeguarding representatives) their activities are individualistic where emphasis is placed on their local responsibilities. The bringing together of the different strands of safeguarding within the Pallottine Society to form a safeguarding committee would be of significant benefit in the revision of *Safeguarding Children Protection Policy and Procedures’ (2013)*.

The reviewers acknowledge that the application of the safeguarding measures contained within *Safeguarding Children Protection Policy and Procedures’ (2013)* can be supplemented by other safeguarding policies introduced by local organisations that the Pallottine Fathers and Brothers work closely with. It was also recognised that members of the province are predominately situated abroad and are also influenced by the legislation and guidelines of the country where they minister. However, the Society defines their policy and procedures as an obligatory guide to the safeguarding of children and it is set out to accompany the Pallottine mission. The Pallottines state their safeguarding document is designed to educate, instruct and facilitate Pallottines and their co-workers in the task of creating safe and protected environments for children and to promote those values in the cultures where they live and work.

Recommendation 2

The Provincial Rector should ensure the establishment of a safeguarding committee to oversee safeguarding practice, annual audits and the production of an annual report.

Recommendation 3

Subject to revision of the national standards by NBSCCCI, the Provincial Rector should consider inserting the diocesan guidance on acceptable behaviour by children towards other children and other guidance from agencies (eg Ministry for Education) in any revision of the Pallottine safeguarding policies and procedures.

Recommendation 4

The Provincial Rector should ensure that the current guidance on the appropriate use of electronic devices and information technology should be revised to include detailed expectation and direction on this issue.

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 fully
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

The Pallottine Fathers and Brother's (Irish Province) is relatively small, with members in seven countries on four continents. Those members based in Ireland have accessed training with the NBSCCCI and availed of training provided by the Archdiocese of Dublin. While those within the safeguarding structures avail of appropriate training, prominence of training within the broader community is informal. The reviewers were made aware that emphasis was placed on having members familiar with '*Safeguarding Children Protection Policy and Procedures*' (2013), which was often done through individual conversations between Pallottine priests and brothers and the Provincial Rector or the Designated Officer.

As mentioned, the Pallottines have not established a safeguarding committee and doing so would ensure that training was formalised and overseen. The reviewers would like to see a community approach to training that ensures, not only a familiarity with the safeguarding policies and procedures, but also includes the contextual discussions about the application of safeguarding procedures, which training provides. Regular training and discussions regarding the practical application of safeguarding, will raise awareness of the issues, allow for the exchange of information and provide members with the opportunity to voice concerns.

However, the reviewers recognise that it may only be possible, given the distant location of some members of the Irish Province, for those in missions to avail of individual training from the Provincial Rector during his visits to them. The Provincial Rector expressed a commitment to ensure

that all of the Pallottine members would have an informed awareness of the *Safeguarding Children Protection Policy and Procedures* (2013) wherever they work or minister.

The reviewers acknowledge that those responsible for safeguarding have received the necessary training to assist them in their role and therefore the requirements of Criteria 4.2 to 4.4 are met fully.

Recommendation 5

The Safeguarding Committee should undertake a training needs analysis and ensure appropriate training for all members.

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

The profile of the Pallottine activity within the community should be borne in mind when considering the requirements of this standard. Presently in Ireland, the Pallottines have active ministries in two parishes in the Archdiocese of Dublin. There are two other members working in diocesan parishes, one in the Archdiocese of Dublin and one in the Ossory Diocese and a retreat centre in the Archdiocese of Cashel and Emly. Outside these ministries the opportunities to have pastoral contact with young people is limited.

The reviewers interviewed two safeguarding representatives from the Pallottine parishes in the Archdiocese of Dublin. The reviewers were impressed with the level of commitment to their parishes verbalised by the representatives and the competency expressed in their role.

Each of the representatives had received training from the Archdiocese of Dublin in safeguarding and while neither had received an allegation or child protection concerns, both representatives held a clear understanding of the recording and reporting procedures expected of them.

Contact details for the Designated Person, the local Garda Síochána station and the local Child and Family Child Protection Services, are displayed in the parish churches. St Anne's Parish, Shankill and St Patrick's Parish, Corduff publish newsletters in which safeguarding is referred to, and in which there are details about how to voice concerns for a child.

The Pallottine Fathers and Brothers – Irish Province also have a dedicated website (<http://pallottines.ie>) where the child protection policy is available and contact details for all of the relevant services are given links. The Designated Person's contact details are also shown on the website, along with a contact form to digitally contact the Pallottines.

Safeguarding Children Protection Policy and Procedures' (2013) states that all members of the Pallottine Fathers and Brothers are provided with a copy of the policy document and are required to comply with it. The policy document states that awareness-raising workshops would be held for all members and training for those with roles in the safeguarding structure would be provided to ensure they have the skills and a good working knowledge of the document. The reviewers reviewed the safeguarding workshops and are satisfied that safeguarding personnel have adequate training, appropriate to their roles and responsibilities, and are satisfied that the requirements of Criteria 5.1 to 5.6 are met fully.

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

The Pallottine Provincial Rector and designated liaison person regularly seek case management advice from the NBSCCCI and this is evidenced through correspondence and file notes. There is also evidence that the Pallottines have referred cases to the National Case Management Reference Group (NCMRG) for guidance on the person's fitness for ministry and risk management. The reviewers had no concerns in relation to the Pallottine relationship with the relevant statutory agencies and as part of the review, contact was made with the Central Bureau of Investigations, who advised that "they have no concerns about the Pallottines, that they report in a timely fashion and have few cases".

Through contact with TUSLA the information received was as follows:

I am happy to report that the Society has and continues to consistently apply procedures to implement their child protection policy.

This is evident as following:

- 1. Safety plans are currently in place for the accused placed out of ministry by the Society and appear to have been instigated as required in a timely manner i.e. when allegations were initially made known or when the accused returned to Ireland.*
- 2. Appropriate monitoring arrangements are in place to ensure the above safety plans are complied with.*
- 3. The Society is aware and has links with their local social work department.*
- 4. All members in ministry are Garda Vetted either through the IMU or relevant Dioceses where members are in ministry.*
- 5. Safeguarding representatives are appointed by the Society whose responsibility is to ensure their child protection policy is implemented at local level.*
- 6. All members, employees and volunteers are aware of the Societies Child Protection policy and have a received a copy of same. A training audit is maintained to identify future training needs.*
- 7. The Society is a member of the NCMRG where they can access specialist advice and support.*
- 8. The Designated Officer is clear of his role and responsibilities.*

With all of the above I am happy to report that the Society appears to have a good insight and understanding of child protection and its processes. The Provincial demonstrated a clear commitment with the audit team at all times. Allegations were returned as required as per Ferns Audit Questionnaire Section 5. Additional allegations that did not form part of the audit were also reported but will not form part of the current TUSLA audit report.

Therefore, the reviewers are satisfied that the requirements of Criteria 6.1 and 6.2 are met fully.

Appropriate guidance and direction is contained within *Safeguarding Children Protection Policy and Procedures' (2013)* on responding and supporting a child who is suspected of having been abused. Emphasis is placed on the child having a right to be listened to and be heard when making an allegation of abuse. Policy is detailed in receiving, recording and reporting the child's allegation and giving the child the time and confidence to speak out. Direction is provided on reporting the information to statutory agencies for further assistance and support for the child. The requirements of Criterion 6.3 are met fully.

There is evidence on file, through communication between survivors (or their legal representatives) and the Pallottines that the Society has provided appropriate assistance to complainants. From information on file and obtained in conversation with Pallottine members, the reviewers are of the view that the entirety of the assistance offered to complainants survivors is not reflected in the case files.

A significant number of the allegations against Pallottine Fathers or Brothers are from alleged survivors living outside of Ireland. It is evident from correspondence on file that the Pallottines, where possible, made reasonable efforts to obtain information and support the alleged survivors, both in Ireland and abroad. There is guidance on page 19 of *the Safeguarding Children Protection Policy and Procedures' (2013)* document which states that the Designated Person's role is to be available to members, employees and volunteers for advice, guidance and support and that he builds a network of professional services so that advice and specific information can be accessed. There is a list of support services in the

appendices of the document on how to seek support. As mentioned, it is evident that the Pallottines make practical efforts to support survivors, but it may also be beneficial to provide easy access and available information in a prominent position within their safeguarding document and on their website. The reviewers are satisfied that the Pallottines offer appropriate support to alleged survivors. With consideration to the above Criterion 6.4 is met fully.

In relation to Criterion 6.5, the reviewers were informed of the support and monitoring of two priests against whom allegations have been made. Given the size of the Pallottine community in Ireland, this role has fallen to the Designated Officer and the Provincial Rector. The reviewers acknowledge that the number of allegations made against Pallottine Fathers and Brothers has been relatively small and there is no current requirement for additional provision of support and monitoring of Pallottine members. However, the distinction between Designated Officer and Priest Advisor should be developed and maintained. The expectation of one individual to support the survivor and perpetrator is inappropriate.

According to the policy document, advice and support is offered to those members who acted abusively and they are encouraged to access professional treatment. For this reason Criterion 6.5 is considered to be met fully.

Recommendation 6

The Provincial Rector should ensure that information on identified support services should be easily accessible to the public through the revised policy document, Church information points and on the Pallottine (Ireland) website.

Recommendation 7

The Provincial Rector ensures the appointment of a Priest Advisor and that person's role will be distinct from the Designated Officer's responsibilities.

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 partially
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.	Not met
7.4	Processes are in place to ask parishioners (children and parents/ carers) about their views on policies and practices for keeping children safe.	Not met
7.5	All incidents, allegations/ suspicions of abuse are recorded and stored securely.	Met fully

The reviewers accept that Criterion 7.1, which requires a strategic safeguarding plan to be in place, is geared for medium – large Church organisations. Its practical relevance to a small congregation is limited. As mentioned previously, safeguarding duties with the Pallottines are exclusively undertaken by the Provincial Rector and the Designated Officer (who is also vice Provincial). While there are two parish safeguarding representatives, their activities are overseen by the Archdiocese of Dublin. The reviewers are of the view that the safeguarding requirements of an international province would benefit from the perspective of a safeguarding committee. Safeguarding Committees bring together expertise and knowledge from people who are not directly involved in the safeguarding operation and this overview role is important in planning strategically. The absence of a Safeguarding Committee means that a number of key developmental roles are combined and fall on the same two men, the Designated Safeguarding Officer and the Provincial Rector. For this reason Criterion 7.1 is considered to be met partially. Incorporating the experiences of the Provincial Rector and the Designated Officer, with those of the parish safeguarding representatives and perhaps the parish priests, would provide valuable insight into safeguarding strengths and challenges within the Pallottine community. This insight will be helpful in the upcoming revision of the policies and procedures document. The Provincial Rector gave a commitment to the provision of financial resources to the reviewers and therefore Criterion 7.2 is considered to be met fully.

The implementation of Criterion 7.3 requires a functioning safeguarding committee to be in place. Given that this is not the case within the Pallottines the requirements of Criterion 7.3

are not met. However, the reviewers acknowledge that the size of the Pallottine community facilitates easily monitoring of compliance with safeguarding policies among its members by the Provincial Rector and the Designated Officer. Despite this, the more comprehensive monitoring that can be achieved by a safeguarding committee cannot be undervalued.

Criterion 7.4 could be met through the process of the annual audit by inserting a note in the newsletter seeking the views of the parishioners. Criterion 7.5 relating to the safe and secure storage of records is met fully.

Recommendation 8:

The Provincial Rector should ensure that an annual audit of parish safeguarding is conducted which takes account of parishioners' views.

In conclusion the reviewers are very satisfied with the leadership of the Provincial Rector and have confidence in the Designated Person. Together they form a good team who have prioritised the safety of children.

Recommendations

Recommendation 1

The Provincial Rector should ensure that appropriate emphasis is placed on the definitions of abuse when their safeguarding document is revised. He should consider the educational and contextual value of having the definitions contained and referenced within the body of the document.

Recommendation 2

The Provincial Rector should ensure the establishment of a safeguarding committee to oversee safeguarding practice, annual audits and the production of an annual report.

Recommendation 3

Subject to revision of the national standards by NBSCCCI, the Provincial Rector should consider inserting the diocesan guidance on acceptable behaviour by children towards other children and other guidance from agencies (eg Ministry for Education) in any revision of the Pallottine safeguarding policies and procedures.

Recommendation 4

The Provincial Rector should ensure that the current guidance on the appropriate use of electronic devices and information technology should be revised to include detailed expectation and direction on this issue.

Recommendation 5

The Safeguarding Committee should undertake a training needs analysis and ensure appropriate training for all members.

Recommendation 6

The Provincial Rector should ensure that information on identified support services should be easily accessible to the public through the revised policy document, Church information points and on the Pallottine (Ireland) website.

Recommendation 7

The Provincial Rector ensures the appointment of a Priest Advisor and that person's role will be distinct from the Designated Officer's responsibilities.

Recommendation 8:

The Provincial Rector should ensure that an annual audit of parish safeguarding is conducted which takes account of parishioners' views.

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 survivors 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 survivor 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 1990¹ 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.”*

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 survivor may have mistaken the date).

¹ 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 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.