



CARANUA

support for survivors of institutional abuse



Annual Report 2013

(Caranua is the name of the Residential Institutions Statutory Fund)



Contents

Chairperson's Foreword	3
Introduction	5
About Caranua	7
Background	7
Purpose and role	7
Structure	8
Our work in 2013	11
Introduction	11
Understanding needs, services and what works	11
Designing services	13
What we learned about survivors	14
What survivors want	15
Making it work	17
Reaching out, building relationships	18
Putting the organisation in place	21
Finalising the Education Finance Board	23
Governance matters	25
Introduction	25
The Board	25
Board meetings 2013	25
Subcommittees	26
Board policies	26
Staff	27

CARANUA aims to bring about improvements to the lives and wellbeing of survivors of institutional abuse.

It does this by:

- Making sure that survivors know that we exist and encouraging them to contact us
- Offering a dedicated service to survivors so that they can be clear about their rights and options and make informed decisions about their care and other needs
- Arranging for and paying for services that will improve the wellbeing of survivors in the areas of health, housing and education
- Supporting public and other relevant services so they can understand and respond to the needs of survivors
- Promoting understanding of the needs of survivors and the effects of childhood abuse

Chairperson's Foreword

This is the first annual report of the Residential Institutions Statutory Fund, known as Caranua. It is an independent State body, established by the Minister for Education and Skills under the Residential Institutions Statutory Fund Act, 2012.

The Fund of €110 million is financed from the cash contributions provided by the religious congregations who managed the residential institutions and who were party to the 2002 Indemnity Agreement with the Government of the day. The Fund is designed to meet the needs of individuals who as children experienced abuse in institutions in Ireland.

It was a busy year for the Board and the Executive. Following its establishment at the end of March 2013, the Board's immediate focus was, of necessity, on devising structures and systems by which the provision of specific services for former residents under the RISF Act could be made available.

A key task of the Board was to agree the criteria by which applications would be assessed, as well as setting financial and other limits, mindful of the fact that many of the former residents are now ageing and that time was of the essence.

As with any new endeavour, there were many challenges to devising systems by which these services would be put in place in a manner that was as efficient and user friendly as possible. However, these challenges were met and we were in a position to invite applications from the 6 January 2014. I commend my fellow Board members and the Executive for the tremendous commitment and focus that they demonstrated in this work during the year 2013.

I regret that it is not possible for me to continue in the position as Chair of Caranua but I am confident that the structures, systems and procedures that have been put in place will ensure the delivery of a high quality service to survivors of institutional abuse.



Sylda Langford
Chairperson



Introduction

This is the first annual report of Caranua. Caranua was established as the “Residential Institutions Statutory Fund” in late March 2013. The name of the organisation was changed following a rebranding exercise.

Caranua operates under the Residential Institutions Statutory Fund Act, 2012 with the aim of providing support to people who, as children, experienced abuse in institutions in Ireland. The institutions were run by religious congregations and funded and regulated by the State. The religious congregations involved are responsible for the provision of finance for the Fund and have pledged €110 million.

Section 19 of the Residential Institutions Statutory Fund Act, 2012 requires that the Board “shall, not later than 31 March in each year, prepare in such form and manner as it considers appropriate, a report of its activities and proceedings during the previous year”. In keeping with this requirement and our own commitment to working in a way that it is transparent and accountable, this document presents an overview of our work over the nine months from April to December 2013.

The report is in three parts. The first describes the organisation, what it does and how it is structured. The second presents an outline of activities during 2013. The final section provides information on governance. Financial accounts are not included in the report as these are subject to audit by the Comptroller and Auditor General. They will be published once the audit is complete.



CARANUA

support for survivors of institutional abuse



About Caranua

Background

Caranua was set up by legislation – the Residential Institutions Statutory Fund Act, 2012 – to support the needs of people who experienced institutional abuse in Ireland as children and who have received financial compensation through the Residential Institutions Redress Board, the courts or settlements. It was formally established on 25th March 2013, by the Minister for Education and Skills, Mr. Ruairi Quinn, T.D.

Caranua is one of a series of State initiatives designed to acknowledge and compensate for the harm caused to survivors of institutional abuse. These include:

- A State apology and the establishment of the Commission to Inquire into Child Abuse (CICA) in 1999. The report of the Commission, known as the Ryan Report was published in 2009
- A scheme of financial compensation managed by the Residential Institutions Redress Board was established in 2002, has made awards to over 15,000 individuals and is due to complete its work in early 2014
- A scheme of grants for survivors and their family members to avail of formal and informal education and development opportunities, established in 2006 and administered by the Education Finance Board until 2011.

Purpose and role

The purpose, role and functions of Caranua are set out in the Residential Institutions Statutory Fund Act, 2012. The Act provides for the creation of a Statutory Fund for survivors to be financed by religious congregations, and a new agency to manage the Fund. The scope of the Fund is limited to those survivors who have received financial compensation through settlements, courts or the Residential Institutions Redress Board.

The role of Caranua is to devise and manage a scheme of support for them that will address their current needs and improve their

wellbeing. It can do this by paying for specified approved services to be provided to a survivor or by paying grants to individual survivors to avail of services themselves. The service areas are confined to health, education and housing supports.

Under the legislation our specific functions are to:

- Decide the range of “approved” services
- Set criteria for decisions on applications
- Ensure information on our supports for survivors is readily available
- Add to rather than duplicate existing public services
- Promote understanding of the effects of abuse
- Evaluate the effectiveness of our interventions
- Be consistent, fair, transparent and equitable
- Use the funds available efficiently.

An important element of the legislation is the coordination of activities with public bodies in Ireland and such bodies are obliged to appoint liaison officers for this purpose.

Structure

The governance and management structure of Caranua is determined by the legislation. It provides for the establishment of a Board, sets out the roles and functions of the Board and those of the Chief Executive Officer.

While it is an independent body, Caranua has a strong relationship with the Minister for Education and Skills and officials in his Department, particularly the Residential Institutions Redress Unit, which has oversight of initiatives for survivors.

The Minister sets the boundaries of the legislation, appoints members of the Board and approves all contracts, consultancies and staff appointments. This relationship is formalised in a three year Performance Delivery Agreement.

The Board comprises nine members, four of whom are survivors of institutional abuse. The Board sets strategy, holds staff to account and is responsible for determining the range of services that Caranua will support, any financial limits that may apply and the criteria for deciding applications to it.

The Chief Executive Officer is not a member of the Board but attends all Board meetings. She is responsible to the Board for leading and managing the organisation and implementing strategy as agreed by the Board. She is responsible for staff and accountable to the Public Accounts Committee and other Oireachtas committees. Caranua has approval for ten staff from the Departments of Education and Skills and Public Expenditure and Reform. At the end of 2013 four of these were in place.



CARANUA

support for survivors of institutional abuse



Our work in 2013

Introduction

As 2013 was our first year of operation, activities focused on establishing a new organisation; building relationships with stakeholders and other relevant bodies; designing the services for survivors; and ensuring that it would be operational and ready to accept applications in January 2014.

Understanding needs, services and what works

At the outset, the Board committed to ensuring that Caranua services would be informed by evidence. A data collection exercise was designed and implemented, focused on understanding the needs of survivors, what they wanted to get from the Fund, what services would have the greatest impact on their wellbeing and the costs of those services. This took place between May and September. Activities and outputs included:

- **Consulting with survivors, survivor groups and other services for survivors.** Meetings were held in England and Ireland and over 250 survivors were met directly in this way. These meetings provided important data on the needs and circumstances of some survivors, their preferences for how the Fund should operate and their experience of accessing existing services
- **Reviewing existing policy, research and data specifically related to institutional and childhood abuse.** Sources included the Redress Board, CICA, the published testimony of individual survivors and research. This provided important information on the impact of childhood abuse on health and wellbeing in later life and the likely current socio economic circumstances of the people eligible to apply to us
- **Reviewing existing policy, research and data related to ageing, poverty and wellbeing, rights and entitlements to public services in Ireland and the United Kingdom.** Sources included British and Irish Government policies and other publications,



CARANUA Our work in 2013

research and policy documents produced by the Health Service Executive, Citizens Information Board and the Ageingwell Network and the Irish Longitudinal Study on Ageing. These sources provided us with information about existing government policies and public services and what works in improving wellbeing

- **Consulting with relevant services working in ageing, mental health, community care and housing** in the United Kingdom and Ireland, which provided some insights into their knowledge and understanding of survivor needs and issues, and the realities of public service delivery, including service gaps and difficulties in accessing services
- **Developing a financial model** setting out the cost of each approved service and factoring the overall cost, based on projected low, medium and high demand, providing the basis for budgets and forecasts for each year, each service area and each country.

Designing services

As a result of this exercise, we were in a position to design services to address the likely needs and reported preferences of people who were eligible to apply to us. Given the parameters set out in the legislation, it was not possible to include every intervention requested by survivors but it is planned to keep this under review. A summary of the findings from the consultation and research is presented in the inserts on pages 14, 15 and 16.

The aims of the services and the underpinning values, together with the arrangements for the application process, criteria for decisions, standard operating procedures and an evaluation framework were considered and revised by the Board at meetings in July, September, October and November.

Two additional workshops were held in November and the Fund aims, purpose, values and principles; range of approved services and services standards; application criteria, application process and procedures and related policies were formerly adopted at its meeting on 18th December 2013.

Broadly, the services to be provided through the Fund have been designed with survivors at their centre and with the broad aim of bringing about improvements in their lives and wellbeing - by improving their access to existing services and/or paying for the provision of additional services for them in the areas of housing supports, health and wellbeing and education - within the confines of the Statutory Fund Act and the Caranua criteria.

Caranua staff will work through the existing infrastructure of public and voluntary organisations so that it adds value to those services and improves their capacity to recognise and respond to the needs of survivors; and ensures that the improvements it makes are sustainable beyond the lifetime of Caranua.



What we learned about survivors

Eligibility for assistance from the Statutory Fund is confined in legislation to individuals who received awards from the Redress Board, the Irish courts or through settlements. There are an estimated 15,000 such individuals. Information supplied by the Department of Education and Skills indicates:

- Four out of five survivors are aged over 50, and most are over 60
- Just over half (8,500) of survivors are in Ireland, one third (5,000) are in the UK, and the remainder are in every part of the world, with clusters in Canada, Australia and the United States.

The CICA report found that emotional and physical neglect, and emotional, psychological, physical and sexual abuse was endemic and systemic in the institutions. Children were often hungry, involved in manual labour and received little education. As adults, they are more likely to be disadvantaged than the general population and to have poorer levels of physical and mental health, although most have established secure family relationships and successful lives.

In addition to social and economic disadvantage, research indicates the life-long health effects of such early experiences:

- Childhood poverty increases the risk of cardiovascular, arthritis, cancer and lung diseases
- Childhood adversity threatens physical and psychological health and wellbeing
- Physical abuse may cause negative emotional states
- Sexual abuse compromises the development of social skills, trust and self-regulation

Service providers in the areas of psychiatric care, homelessness, addiction and older people reported that they were aware of survivors among their service users, as were some community based providers. They were regarded as often having multiple and complex needs. Individual survivors themselves reported poor experience with services, feeling misunderstood, and being suspicious of, and alienated from them.

What survivors want

The survivors we met talked about their needs and what they wanted from the Fund. Health needs were the largest concern. Formal education was generally seen as unimportant but “soft skills” development as key to continued wellbeing.

They wanted a scheme that would be :

- Easy to use, quick and not bureaucratic and that would offer respect, dignity, clear information and “no begging”
- Confidential, easy to use, flexible with published time frames and standards

Specific needs were:

- Help with remaining at home to avoid institutional care in later life, including aids and appliances, home adaptations, extensions, insulation, window replacement, home help and nursing care, help with wheelchairs, other aids, spectacles and hearing aids that are better than the HSE or NHS issued ones, and dental treatment
- Speedy access to consultants and specialist medical help
- Respite and other assistance for families caring for survivors with conditions such as Alzheimer’s
- Counselling and psychotherapy
- Low level help around the house such as clearing rubbish from the garden, fixing fences and help with transport for people with limited mobility and conditions such as agoraphobia
- Social outings, craft classes, keep fit, computer classes
- Interpreting services for people who are deaf or hard of hearing



What survivors want (*continued*)

- Holistic interventions for those with complex needs, complementary health therapies, physiotherapy, speech and occupational therapy
- Family tracing, information on where they grew up, help with travel for family reunification, free travel and cheap accommodation in Ireland to visit relatives and family graves
- Advocacy for survivors, a “voice” for survivors
- Funding for existing groups providing support and activities for survivors; funding for activities to aid survivor healing and recovery
- Help with rent, rates, mortgages and bedroom tax
- Funeral expenses and repatriation of remains to Ireland
- Attic conversions, new furniture and carpets, new heating systems and insulation.

Making it work

As the design of the scheme progressed, processes and systems to ensure that it operated as intended were put in place. These included:

- **A set of values** to inform and underpin all aspects of the operation and evaluation of the Fund to ensure that it would be focused on survivors, and flexible in addressing their needs
- **An application process** that would be simple to explain, use and administer. We designed a two-stage process beginning with verification of eligibility to apply. Following this each applicant would be appointed an advisor to guide them through the application process and make any arrangements necessary to help them to make an application
- **An integrated information leaflet and application form part one** that was simple to use and widely available so that eligible people could make applications simply and quickly
- **A free phone service** for people in Ireland and the UK (it is not possible to have a service outside of these jurisdictions), a PO Box, and online application facility to provide choice and accessibility in making applications to eligible survivors, wherever they are in the world
- **A system to manage applications securely and confidentially** using a proprietary customer relationship/account management system, adapted to our specific needs. This allows for the integrated management of applications, approvals, service contracts and payments and provides real time information and reports on applications received, approved and payments awarded
- **Standard operating procedures** setting out the stages in the verification, assessment and approval of applications and the making of payments to ensure clarity and consistency
- **Working with liaison officers** in local authorities, HSE and Education Training Boards. These relationships ensure that our



services are coordinated with those of relevant public bodies in Ireland, that the Caranua fund is used to provide assistance and support that is additional to what is available through public services and that the fund is used efficiently.

Reaching out, building relationships

Effective communication is imperative to the success of our work in terms of ensuring survivor awareness of our services and how to access them, and in delivering our commitments to high levels of transparency and accountability.

We faced a number of communication challenges at the outset. We were legally prohibited from making direct contact with potential applicants and a number of individual survivors and survivor support groups were actively opposed to the way the Fund had been established and expected it to fail.

To address these challenges, we devised a communications programme that was multifaceted, based on outreach, engagement and relationship building with survivor support groups and other relevant bodies, the development of a website as the key communications tool alongside written information materials and the use of print and broadcast media.

Activities and outputs included:

- **Building relationships with survivor groups** in Ireland and other parts of the world through direct contact, consultation and ongoing communication. Meetings were held with key organisations in Ireland and the United Kingdom and by the end of the year, these were in a position to help us with getting information out about our services and to help survivors with making applications
- **Developing a new identity** by changing our name to Caranua – “new friend” in Irish - to convey our sense of an organisation that is for and about survivors, with their needs at its heart, an

organisation that is approachable and open

- **Introducing Caranua and developing contacts with relevant mainstream organisations in Ireland.** These included Citizens Information Board, Society of St Vincent de Paul, family resource centres, mental health, homeless and addiction services so that they were aware of our services and were in a position to carry our message to survivors and to encourage them to contact us
- **Introducing Caranua and developing contacts with relevant organisations outside of Ireland.** A particular focus was on England and meetings were held with Irish welfare organisations, the Irish Embassy and specialist services such as those for older people and homeless services
- **Developing communication tools** such as a new website, the introduction of electronic and postal mailing lists and the development of regular “Updates” on news, progress and other developments. By the end of the year, there were 1200 individuals on our mailing list and three “Updates” distributed to them
- **Listening** to feedback so that we could improve the relevance of our methods and messages to stakeholders, particularly potential applicants. Feedback was in the form of ongoing contact with survivor support groups and informal feedback from individuals
- **Committing to making information materials accessible** through the use of “plain English”, large format, videos and speech enabled materials on our website
- **Consulting on the scheme** as it was developed so that we could reality test it with survivors, professionals and public bodies through group meetings and direct contact with individuals
- **Preparing information materials specifically related to our services** including posters, information leaflets and published Guidelines on Applying for Services

- **Distributing** 100,000 information leaflets and 10,000 posters in advance of the launch of the Fund services in January 2014. These were placed in GP surgeries, health centres, family resource centres and other community based centres, Churches, Citizens Information Services, Irish Embassies and specialist services such as those for older people, homeless people and people with mental health and other disabilities
- **Completing a media plan** to announce the launch of the scheme, focused in particular on local broadcast media but including national and local print and broadcast media in Ireland and specialist Irish media in the United Kingdom and other parts of the world.

Application Form Part 1
To complete the first step in the application process, please fill the following information. We will then get back in touch with you with information and advice about the next steps. Your information will be treated confidentially.

First Name
[Text Field]

Surname
[Text Field]

Date of birth: [Day] [Month] [Year]

Name at time of application to Redress Board (if different to current one)
First Name: [Text Field]
Surname: [Text Field]

What award did you receive? Please tick
 Redress Court Settlement

Current Address
 House number/name: [Text Field]
 Road/street name: [Text Field]
 City: [Text Field]
 Postcode: [Text Field]
 Country: [Text Field]



Did you get an award from the Redress Board or a Court?

CARANUA

can help with your health, housing and education needs.

Contact us
 • PO Box 12477 Dublin 1
 • Freephone 1800 212477 (from Ireland)
 • Freephone 0800 234 1303 (from UK)
Charges may apply from some mobile networks
 • +353 1 874 5708 (outside Ireland & UK)
 • Email: apply@caranua.ie

For more information
 See our website www.caranua.ie



Putting the organisation in place

While the assets of the Education Finance Board were transferred to Caranua, it was necessary to replace and renew office systems and equipment over time to ensure that they were fit for purpose. Activities included:

- **Installing new ICT and telecommunications equipment** including a server, computers, software, additional telephone lines and telephones
- **Developing policies** that would deliver on our commitment to excellent organisational standards, a high level of transparency,



Were you in an institution in Ireland as a child?
Did you get an award from the Redress Board or a Court?



CARANUA
can help with your health, housing and education needs.

Contact us

- PO Box 12477 Dublin 1
- Freephone 1800 212477 (from Ireland)
- Freephone 0808 234 1303 (from UK)
Charges may apply from some mobile networks
- +353 1 874 5708 (outside Ireland & UK)
- email: apply@caranua.ie





CARANUA Our work in 2013

accountability and efficient use of our funds - and ensure compliance with relevant legislation, governance requirements and good practice on internal financial controls, procurement, human resource management, accountability and reporting

- **Seeking alternative office accommodation.** During 2013 Caranua was accommodated in offices leased by the Department of Education and Skills. These offices are not available in the longer term and a search began towards the end of 2013 for alternative space that would be suitable into the future
- **Recruiting staff.** As a State body, all staff posts are subject to approval by the Departments of Education and Skills and Public Expenditure and Reform. Caranua has approval for ten staff and four of these were in place by the end of 2013. A process of public recruitment, through the Public Appointments Service, for the remaining staff began in November. In the interim staff resources were supplemented by individuals working on temporary contracts and external consultancies.

Finalising the Education Finance Board

On its establishment Caranua inherited outstanding business and other commitments from the Education Finance Board which had ceased to accept applications at the end of November 2011 because its fund had been exhausted. Activities and outputs were:

- **Dealing with applications received after November 2011** which had been kept on file in date order. Letters were sent to 500 individual applicants advising them that the Education Finance Board fund had been spent, and it was not possible to process their application
- **Advising applicants about the new Fund** in the same letters and inviting them to register for “updates” so that they would be kept informed directly about the development of our services and other issues
- **Making payments to individuals** engaged in multi-annual education courses to whom financial commitments had been made for the duration of their courses by the Education Finance Board. These payments were made accordingly to thirteen individuals in 2013
- **Preparing the Education Finance Board cessation accounts** to the end of March 2013, formally adopting these accounts and submitting them to the Comptroller and Auditor General for audit.



Governance matters

Introduction

As an independent state body, Caranua is subject to the requirements of its founding legislation, other legislation and regulations and the Code of Practice for State Boards. This section provides information on activities and outputs in relation to governance during 2013.

Financial information is not included with this report. Draft accounts for 2013 have been adopted for the year, for both Caranua and the Education Finance Board. These are subject to audit by the Comptroller and Auditor General and this process has yet to be completed. Once the accounts have been approved and laid before the Houses of the Oireachtas, they will be published.

The Board

The Board comprises nine members, four of whom are survivors of institutional abuse. The Board sets strategy, holds staff to account and is responsible for determining the range of services that Caranua will support, any financial limits that may apply and the criteria for deciding applications to it.

The Board is appointed by the Minister for Education and Skills. Membership is voluntary and no payment is received by any of the members. Travel expenses, where they apply, are at the rates approved by the Department of Finance.

Board meetings 2013

The inaugural meeting of the Board was held on 27th March and a further eight Board meetings were held in 2013, giving a total of nine. Attendance levels are presented in Table 1. Two members resigned during the year for personal reasons.

Table 1: Attendance at Board meetings 2013

Board Member	Meetings attended
Ms Sylva Langford (Chair)	9
Mr Austin Currie	9
Ms Phyllis Morgan	9
Ms Bernadette Fahy	9
Mr Damian Casey	7
Mr Tom Daly	7
Ms Katherine Finn	7
Mr Martin Power (March to June)	2
Mr Paddy Doyle (March to August)	4
Mr David Lane (September to December)	5

Subcommittees

The Board established two subcommittees in 2013. An Audit and Risk committee has three members. These were Damian Casey (Chair), Katherine Finn and Paddy Doyle. Tom Daly replaced Paddy Doyle in November.

A communications subcommittee was established to oversee the development of a corporate identity, between May and July. Members of the committee were Bernadette Fahy, Phyllis Morgan and Martin Power.

Board policies

In the course of the year, the Board adopted a number of policies in relation to the operation of the organisation and services for survivors. These included Data Protection, Confidentiality, Freedom of Information, Internal Complaints, Records Management and Travel and Subsistence. In addition it agreed the Reserved Functions for the Board.

Staff

The Chief Executive Officer salary for 2013 was €58,630. The Chief Executive did not receive any performance-related pay during the year and pension entitlements do not extend beyond the standard entitlement in the model public sector defined superannuation scheme.

Caranua has sanction from the Department of Education and Skills and Staff of the agency is recruited through the Public Appointments Service and all posts are equivalent to civil service grades.

Three staff were transferred to the Fund from the Education Finance Board in March and two of these subsequently resigned, one to return to the City of Dublin Vocational Education Committee from which she was seconded.

Table 2: Staff positions in Caranua 2013

Position	Person	Grade	From	To
CEO	Mary Higgins	Principal Officer	10 th April	Present
Administrator/ Manager, EFB	Eithne Doherty	Assistant Principal Officer	25 th March	28 th June
Administrative Assistant	Emma Jane Holmes	Grade 4	25 th March	31 st July
Administrative Assistant	Julie Anne Dunne	Clerical Officer	25 th March	Present
Director of Services	Fiona Coyne	Assistant Principal officer	7 th October	Present
Head of Finance and Administration	Conor Morrison	Higher Executive Officer	14 th October	Present





CARANUA

support for survivors of institutional abuse

- PO Box 12477 Dublin 1
- Freephone 1800 212477 (from Ireland)
Freephone 0808 234 1303 (from UK)
Charges may apply from some mobile networks
- Email: apply@caranua.ie

www.caranua.ie



CARANUA

support for survivors of institutional abuse