

Strategic Review

Report

	Page
Introduction	1
Executive Summary	2
1. Background	8
2. Review Process	11
3. Strategic Analysis	15
4. Mission and Role	26
5. Influencing Public Policy	30
6. Education and Development	31
7. Community Support	37
8. National Chaplaincy	42
9. Governance, Organisation and Resources	45
10. The Way Forward – Implementation	50
Appendix 1	Summary of Feedback
Appendix 2	List of Meetings Held
Appendix 3	Documentation Reviewed

Introduction

A strategic review was initiated by the Board of the Catholic Institute for the Deaf and commenced in June 2005. The purpose of the project was to review the role of CID and prepare a strategic plan which would provide a blueprint for its future development. This report outlines the analysis, conclusions and recommendations based on the review which has now been concluded.

The Board of CID decided recently to change the name of the organisation to The Catholic Institute for Deaf People. The documentation to give effect to this decision has yet to be completed. In any event, CID is the name by which the organisation is currently referred to and recognised, and this is the name used throughout this report.

This is not a piece of scientific or social research. It is a review, carried out by an independent consultant, of the role and strategy of CID. The report outlines the background and approach to the project, the programme of consultation that was undertaken, and a summary of the main issues addressed. Based on analysis of the main issues, the report puts forward plans and proposals concerning the future of CID, by reference to the objectives for which it was established and the contribution it can make to the achievement of those objectives in the circumstances that now prevail. The report also puts forward proposals for organisation and management and outlines the priorities of an implementation plan.

This report reflects the contributions of many people, including members of the Board and staff of CID, members of the Steering Group and Work Groups, and all of those consulted during the project, who gave so generously of their time and their views, and also helped out with valuable information and references. I wish to thank everybody for their help and co-operation throughout the project.

Philip Ryan
Precept Consulting

March 2006

Executive Summary

Review Process

This project has been undertaken against a background of falling enrolment in the Schools for the Deaf, concern within CID and more generally concerning public policy in relation to Deaf issues, a review of the properties and resources of CID, and tensions surrounding the relationship between CID and the Deaf Community. The purpose of the project was to review the role of CID and prepare a strategic plan which would provide a blueprint for its future development. The review was to give particular consideration to the most effective use of the resources of CID in serving the needs of Deaf people. It was agreed that broadly based consultation and participation would be central to the conduct of the review.

The analysis and proposals outlined in the report rely heavily on the feedback received during the consultation process and also on the findings of more general research conducted.

Strategic Issues

The consultation programme generated substantial feedback, helped to identify important issues and priorities to be addressed, and provided a range of insights into these issues.

CID has not been an open, transparent or cohesive organisation. It has issues to address in terms of its strategic focus, its organisational structures, and its management of relationships, particularly relationships with Deaf people and with public policy makers. CID needs to address these issues if it is to be effective in serving the needs of Deaf people.

There is widespread disillusionment and even anger with public policy, or the perceived absence of public policy, in relation to Deaf issues and particularly in relation to Deaf education. The main points of criticism relate to

- fragmentation of services generally, and the lack of a central source of recognised expertise, to provide comprehensive information, advice and guidance on Deaf issues
- a piecemeal and minimalist approach to decision making by those with responsibility for policy concerning Deaf issues, and the apparent lack of any vision in relation to the education of Deaf children.

There have been differences about approaches to Deaf issues and there has not been a good or constructive relationship between the various parties involved in serving the needs of Deaf people. There is a need for a strong cohesive lobby to influence public policy in relation to Deaf issues generally and, in particular, in relation to Deaf education.

There are important areas of common ground and common interest between all of the main parties working on behalf of Deaf people. This should make it possible to establish a broadly based consensus about goals to be achieved, based on a shared vision for the future. A shared vision would create a powerful unifying force which would enable the main parties to work in partnership to achieve shared goals.

Role of CID

Any strategy for CID must be based on a view of its own role and its distinctive contribution, working in partnership with others. The following are proposed as key elements of the role of CID.

- CID can play a leading role in building and maintaining a partnership approach between all the organisations working on behalf of Deaf people.
- CID, by virtue of its position and its links across a broad spectrum of society, can play a distinctive role, working in consultation and in partnership with other organisations, in influencing public policy.
- CID, by virtue of its role viz a viz the Schools for the Deaf, can play a major role in the transformation of education and development of Deaf children and Deaf people.
- CID, by virtue of its ethos and patronage, can contribute to the development of a fully-functioning and properly resourced nationwide chaplaincy for Deaf people.
- CID can make a distinctive contribution to the creation of a society that would give expression to its vision as outlined in this report by developing its own organisation as a model for that society.

Strategic Priorities

The following are put forward as the strategic priorities for CID in pursuing its role.

- Develop a good working relationship with the other organisations working on behalf of Deaf people and work in partnership with them in formulating a set of agreed goals, focused on areas of common ground and common interest.
- Establish a cohesive and effective lobby group with the other organisations working on behalf of Deaf people and work in partnership with them to influence changes in public policy to facilitate achievement of agreed goals.
- Work in partnership with other organisations to ensure public recognition of the education of Deaf children as specialised and unique and to secure the commitment of public policies and public resources to ensure that all Deaf children have access to the best available expertise in Deaf education. This would include the retention and development of Schools for the Deaf, as an integral part of a Centre for Education and Development, which would be a recognised centre of expertise in Deaf education.
- Work in partnership with other organisations to develop social facilities and a vibrant community environment with which Deaf people can identify, and which enables them to interact fully within the Deaf community, while at the same time being able to feel part of and to interact with confidence with wider society.

- Work in partnership and in support of other organisations to ensure that dependent Deaf people of all ages have access to professional care, and to community and support services in an environment which recognises their distinctive needs and circumstances.
- Support the National Chaplaincy for Deaf People to establish a fully-functioning and properly resourced nationwide chaplaincy for Deaf people.
- Introduce changes in the structures, organisation and management of CID to enable it to function efficiently and effectively in achieving its strategic objectives.

Summary of Recommendations

Influencing Public Policy

- 1) CID should give immediate priority, in partnership with other organisations working on behalf of Deaf people, to establishing a strong cohesive lobby to influence public policy in relation to Deaf issues generally and, in particular, in relation to Deaf education.
- 2) CID should work with the other organisations to agree a common policy platform and to establish a Policy Forum, which would be recognised by all the organisations involved as the forum for interaction with the relevant Government Departments and Statutory Bodies on all major policy issues.
- 3) CID should become a more proactive organisation in the policy arena, commissioning research into major policy issues, organising conferences on important topics, and promoting the unique aspects of Deaf education and the distinctive importance of the Schools for the Deaf.
- 4) CID should introduce changes in its own organisation and management to enable it to play a leading role in managing relationships and influencing public policy. These changes, which are outlined in more detail in Section 9, include reorganisation of the Board and appointment of a full-time Chief Executive.

Education and Development

- 5) CID should give strategic priority to the establishment of a Centre for Education and Development, which would be the recognised centre of expertise in Deaf education. The Centre would comprise a number of separate schools and activities which together would offer a comprehensive programme of education, support and development, from initial detection, through all stages and transitions in the formal education system, to lifelong learning and development. The Centre should operate to the highest standards, in terms of the quality of programmes, the quality of service, and the overall quality of the learning experience.

- 6) CID should seek the agreement of other organisations working on behalf of Deaf people to have the establishment of a Centre for Education and Development included as a central part of a common policy platform to be progressed as a matter of priority.
- 7) The commissioning of an independent research study, by the Department of Education and Science and/or by the National Council for Special Education, to review and evaluate the outcomes of mainstreaming of Deaf students, should also be proposed as a central part of the policy platform.

Community Support

- 8) CID should give priority to the development of a comprehensive social and community centre for the Deaf, incorporating a fully resourced indoor sports complex, and should progress proposals for such a development, in consultation with the Dublin Deaf Association and other organisations working on behalf of Deaf people.
- 9) New state of the art facilities should be developed for St Joseph's House residential home, currently based in Stillorgan, to support its future operation.
- 10) The residential facilities attached to the schools in Cabra should be utilised as much as possible to provide hostel accommodation for Deaf people from outside Dublin.
- 11) Design of accommodation to be provided for residential pupils and students in the proposed Centre for Education and Development should take into consideration a range of additional uses as outlined in Section 7.
- 12) CID should seek to influence public policy and should work in support of other organisations involved in the provision of appropriate residential rehabilitation units for younger Deaf people.
- 13) CID should initiate consultations with all of the parties involved about the relocation of all its community support facilities to Cabra, including the facilities currently in Drumcondra and St Joseph's House, Stillorgan.
- 14) CID should work in partnership with the other organisations working on behalf of Deaf people to lobby the Government to provide adequate capital funding and current funding for the community support facilities and services outlined above.

National Chaplaincy

- 15) CID should confirm that the continuity and further development of the National Chaplaincy for Deaf People, and the pastoral and religious care of Deaf people, is one of its key objects, and should allocate appropriate priority to this in its strategic plans.

- 16) In planning the provision of a nationwide chaplaincy service, CID should
 - a. clarify with the Hierarchy the extent to which they recognise a moral obligation for the provision of a chaplaincy service to Deaf people, and the priority they attach to the provision of such a service
 - b. clarify with the Hierarchy the role to be played by the National Chaplaincy on a nationwide basis and the manner in which that role is to be discharged in consultation with each Bishop
 - c. ensure that every Bishop is fully informed of the special needs of Deaf people and of the issues and challenges involved in providing them with access to the Church and access to the sacraments.
- 17) CID should use its influence to secure funding support for a nationwide chaplaincy by
 - a. securing appropriate funding from each Diocese to support the provision of the services required
 - b. securing appropriate funding from public sources to support the social service role of the chaplaincy, including the provision of interpreting services in a social care context.
- 18) CID should ensure that the Chaplaincy is provided with appropriate and adequate accommodation facilities in any new developments that are undertaken.

Governance, Organisation and Resources

- 19) The composition of the Board should be reviewed and the Articles of Association should be changed to facilitate the appointment of a new Board for CID.
- 20) It is proposed that there should be eleven members on the new Board, including the Chairperson, the Chief Executive and nine non-executive Directors. Selection of non-executives should be influenced by the following considerations
 - a. there should be strong representation of Deaf people on the Board and in any event a minimum of four Deaf people at any given time
 - b. there should be at least one parent of a Deaf child on the Board
 - c. there should be at least three members of the Board who have experience of working at chief executive level or equivalent in the public or private sector
 - d. the composition of the Board should facilitate development of working partnerships with other organisations working on behalf of Deaf people
 - e. the composition of the Board should facilitate development of dialogue with Government Departments and Statutory Bodies.

- 21) Immediate priority should be given to the appointment of a full-time Chief Executive.
- 22) The Board should appoint an Audit Committee. The responsibilities and composition of the Audit Committee should comply with best practice in corporate governance.
- 23) Consideration should be given to the appointment of an Executive Board or an Executive Management Board.
- 24) When the property review has been concluded, special consideration should be given to locating all facilities in Cabra.
- 25) CID should offer accommodation facilities in Cabra to the other organisations working on behalf of Deaf people.

Implementation Plan

The following are the immediate priorities to be addressed

1. Initiate an immediate review of the Memorandum and Articles of Association to facilitate the changes proposed in the composition of the Board of CID.
2. Appointment of a new full-time Chief Executive for CID.
3. Initiate immediate discussions with other organisations working on behalf of Deaf people with a view to establishing broad agreement to the general thrust of this report, including the establishment of a Policy Forum, a common policy platform, and commitment to working in partnership to achieve a set of shared objectives and to implement an agreed action plan.
4. Working in partnership with the other organisations working on behalf of Deaf people, initiate contact with the relevant Government Departments and Statutory Bodies with a view to progressing the common policy platform.

1. Background

1.1 The Catholic Institute for the Deaf

The Catholic Institute for the Deaf (CID) is a company limited by guarantee not having a share capital and is a charitable and non-profit making body.

CID was originally established in 1845 under the auspices of the Dublin Archdiocese to cater for the educational needs of Irish Deaf children. It was incorporated as a company limited by guarantee in 1993 to continue its work as a charitable and non-profit making body. The objectives of CID are to provide service to the Deaf, including education of the Deaf and pastoral and religious care.

The Roman Catholic Archbishops and Bishops of Ireland are patrons of the company. The Archbishop of Dublin is the President of the company and appoints a majority of the Board members.

The following are the main operations now under the umbrella of CID

- St Joseph's School for Deaf Boys, Cabra (day and residential)
- St Mary's School for Deaf Girls, Cabra (day and residential)
- St Joseph's House for Adult Deaf and Deaf Blind, Stillorgan
- The National Chaplaincy for Deaf People
- St Vincent's Centre for the Deaf, Lower Drumcondra Road

The Institute is in receipt of funding from the Health Service Executive for the two residential schools and for St Joseph's House. The school programmes are funded by the Department of Education and Science.

More detailed information about the organisation and operation of CID is included in Section 3.7.

1.2 Context and Purpose of Review

1.2.1 Schools for the Deaf

There has been a persistent trend of falling numbers in St Joseph's and St Mary's over the past 25 years. Between 1979 and 2004 the combined enrolment in the two schools dropped from 659 to 196. There have also been changes in the profile and needs of students attending the two schools, while medical and technological advances have created new opportunities in the education of Deaf children.

The falling numbers have generated natural concerns about the future role of the Schools for the Deaf. There have been related concerns about under resourcing of the schools and about the need to ensure that the distinctive experience and expertise available in the Schools for the Deaf would be harnessed to best effect.

1.2.2 Public Policy

Most of the activities engaged in by CID are governed by public policy and financed out of public funds. Some aspects of public policy have been of concern to CID, notably the policy of integrating Deaf children into mainstream schools, without the provision of the specialist resources required to support such a policy, and without any evaluation of the success of this policy to date. Some recent developments have also given some cause for concern.

An Advisory Committee had been established by the Minister for Education and Science in December 2001 to review education for the Deaf and hard of hearing, to identify areas of priority and to bring forward proposals. The Advisory Committee was disbanded by the Minister early in 2005, the Minister having formed the view that there was no prospect of the Committee reaching an agreed position in the foreseeable future. Matters being addressed by the Advisory Committee were referred by the Minister to the National Council for Special Education.

These developments generated some uncertainty and concern within CID and more generally concerning the formulation of public policy and the future of Deaf education. More broadly, there was some concern that the education of Deaf people, and indeed Deaf issues generally, were not being given the priority they deserve in formulating public policy.

1.2.3 Property and Resources

A preliminary review of the properties owned by CID and used to support its operations had indicated that, while most of the premises were old, unsuitable for modern needs, and were incurring high maintenance costs, the properties themselves were potentially very valuable. It was noted, however, that recent amendments to the Draft Dublin City Development Plan had possible implications for both the use and the value of some of the property.

These developments made it necessary to review the properties of CID and to give particular consideration to the most effective use of the resources of CID. In the light of these developments, CID decided to retain property consultants to undertake a comprehensive audit and evaluation of all its properties. However, it was recognised that any proposals in relation to these properties would have to be considered by reference to broader plans concerning the future role of CID.

1.2.4 Relationship with Deaf Community

Recent events, including the experience with the Advisory Committee, had served to highlight some tensions surrounding the relationship between CID and the Deaf Community. These tensions of themselves gave rise to some fundamental questions about the role of CID, and its effectiveness in serving the needs of the Deaf Community.

1.3 Strategic Review

The circumstances and the developments outlined above all had potential implications for the future role of CID. Having considered these implications, the Board of CID decided in April 2005 to initiate a strategic review.

The purpose of the project was to review the role of CID and prepare a strategic plan which would provide a blueprint for its future development. The review was to give particular consideration to the most effective use of the resources of CID in serving the needs of Deaf people.

2. Review Process

2.1 Approach

It was agreed in the first instance that broadly based consultation and participation would be central to the conduct of the review. This approach was designed to ensure that proposals generated from the review would be informed by a broad range of perspectives. It was also intended to establish broadly based ownership of the process to establish a good basis for implementation of proposals.

An external consultant was retained to act as Project Director and to bring an independent and objective perspective to the review. A Steering Group, chaired by the Chairman of CID, was set up to coordinate the review and monitor the direction and progress of the project. A project plan was drawn up and agreed with a view to completing the review before the end of December 2005. In the event, due to the extent of consultation involved, the deadline was extended to February 2006.

The general approach and methodology for the project was based on a combination of research, consultation, review, analysis and evaluation. This included several one-to-one meetings, a number of group meetings, and review of publications, submissions and other documentation. The Project Director also liaised with the property consultants and met with them on a number of occasions.

During the course of the review two Work Groups were established to consider in greater depth areas of particular importance that had been identified.

2.2 Steering Group

The composition of the Steering Group was as follows

Fr Michael Cullen	Chairman
Maura Buckley	Member of the Board of CID
John Bosco Conama	Chairperson, Irish Deaf Society
Fr Joe Jones	Director of the National Chaplaincy for Deaf People
Niall Keane	Chief Executive, National Association for Deaf People
Dick Kearns	Chief Executive, CID

The Steering Group held its first meeting on Thursday 23 June 2005 at which the project plan was reviewed and approved. The Group held nine further meetings, the final meeting being held on Thursday 2 March.

The Steering Group received progress reports from the Project Director about the conduct of the review, about feedback emerging from the consultation programme, about the issues and priorities being identified, and about emerging proposals. The Group acted as a sounding board throughout and provided valuable advice and guidance about the conduct of the review, about the consultation programme and about issues to be addressed.

2.3 Consultation

Information about the strategic review was communicated through a number of channels within CID, through the schools, and through the various Deaf associations. In addition, a notice about the review was posted in the Deaf Centre in Drumcondra and all those contacted during the review were encouraged to contribute to the process.

The consultation programme extended to a wide range of people and a diverse range of perspectives, including Deaf people and hearing people, current and former staff in various roles in CID, current and former students of the Schools for the Deaf, parents of Deaf children, members of various Deaf Associations, some public sector staff, and some others involved in Deaf education. Most of these were consulted on a one-to-one basis but some group meetings were also held. In addition, meetings were held with a number of people who had contacted the Project Director and who wished to make a contribution to the review. In some instances follow-up meetings were held to discuss in greater depth some of the issues raised.

The initial focus of the one-to-one meetings was on getting an understanding of people's views about the review, about the role of CID, about the issues and priorities to be addressed and, ultimately, about the outcomes they felt should emerge from the review. Many of the meetings also provided valuable background information about aspects of the history, development, operation and organisation of CID, about the Schools for the Deaf, and about Deaf issues generally, sometimes illustrated by reference to the individual's personal experiences. Ultimately discussions focused on the issues of most concern to each individual.

Some of those consulted were initially sceptical about the review or about the reasons for undertaking it. Some were sceptical about the potential of the review to deal with issues and deliver tangible outcomes. Some were critical about CID, and/or about various matters to do with the Schools for the Deaf, and/or about Government Departments, and/or about public policies, support services, information services etc. Scepticism and criticism was almost always expressed in a reasoned, balanced and constructive manner.

Overall there has been a broad welcome for this review. All of those approached responded positively and gave generously of their time. They were very open in expressing their views, in many instances dealing with confidential matters. They outlined their own perspectives on the various issues, and discussed important elements of their own vision for the future.

All of these meetings provided very valuable information about the background and context for the review and gave a good insight into issues and priorities to be addressed. The feedback received proved to be invaluable and in fact essential to the conduct of the review, and has informed much of the strategic analysis and the proposals being put forward in this report.

A summary of the feedback received during the consultation process is outlined in Appendix 1. A list of meetings held is included in Appendix 2.

2.4 Review of Documentation

Desk research was also an important part of the project and included review of documentation from a range of sources, including both confidential material and publicly available documentation.

The Chief Executive of CID made available all the documentation requested, as indeed did the School Principals, the Director of the National Chaplaincy, the other Directors in CID and the members of the Steering Group. In addition to internal CID sources, the Irish Deaf Society, the National Association for Deaf People, the Dublin Deaf Association and the Centre for Deaf Studies were most helpful with information, documentation and references.

The documentation reviewed included internal CID material, previous reports relevant to Deaf education and Deaf issues, reports and documents from the web sites of public bodies, various books, journals, journal articles and papers, and individual submissions received. Documentation relating to the work of the Advisory Committee in the Department of Education, including submissions received and draft chapters prepared, was made available on a confidential basis by a member of the Committee.

A list of the documentation reviewed is included in Appendix 3.

2.5 Work Groups

Feedback from the consultation and review process identified a number of strategic priorities to be addressed. Feedback also indicated very strongly the importance of a partnership approach in addressing these priorities. It was decided to set up two separate Work Groups to consider in greater depth the issues relating to two of the identified areas of priority, education and community support.

The setting up of the Work Groups was designed to

- test and facilitate the process of partnership building
- establish consensus about vision, goals and objectives
- identify requirements for achievement of goals and objectives
- formulate broad proposals for achievement of goals and objectives.

The membership of the Work Groups was selected with a view to ensuring a broad range of informed perspectives on the issues involved. Each person approached responded positively and agreed to act. The Work Groups were set up as follows

Centre for Education and Development

Mary Duggan, Parent Member of Board of Management, St Mary's
Niall Keane, Chief Executive, National Association for Deaf People
Patrick McDonnell, Acting Director, Centre for Deaf Studies
Regina O'Connell, Principal, St Mary's School for Deaf Girls
Kevin Stanley, Programme Development Manager, Irish Deaf Society

Community Village

Fergus Dunne, Irish Deaf Society
Stan Foran, Dublin Deaf Association
Seán Herlihy, Teacher, St Joseph's School for Deaf Boys
Sandra O'Brien, Deputy Chief Executive, National Association for Deaf People
Eric Ryan, Director, St Joseph's House

It was proposed that the approach of each Work Group would be focused on areas of common ground and common interest, with a view to establishing a shared vision and shared goals for the future.

Having discussed issues and challenges, each Work Group established and agreed core principles as a basis for formulation of agreed proposals, and also generated specific proposals for consideration, not just in formulating a strategic plan for CID, but in addressing issues of concern to all of the parties involved. Most importantly, the Work Groups established a strong foundation for establishing a partnership approach in addressing areas of relevance to Deaf education and development, and the development of services generally for the Deaf Community. The deliberations of the Work Groups made a major contribution to the project.

2.6 Conclusion

The consultation programme generated substantial feedback, helped to identify important issues and priorities to be addressed, and provided a range of insights into these issues. It became clear from the feedback received that CID has serious issues to address, not just in terms of clarifying its own role going forward, but in establishing the internal structures and processes and developing the external relationships required to enable it to fulfil its role effectively.

The analysis and proposals outlined in this report rely heavily on the feedback received during the consultation process and also on the findings of more general research conducted during the course of the review.

3. Strategic Analysis

3.1 Objects of CID

CID was established as a company limited by guarantee in 1993 as the successor in title to the unincorporated bodies which had carried on the work of the body originally founded in 1845 under the patronage of the Roman Catholic Archbishops and Bishops of Ireland. The new company was incorporated as a charitable and non-profit making body and, as outlined in the Memorandum of Association, was established with the following objects

- i. to engage in service to the Deaf
- ii. to endow foster, promote, support, operate, manage and assist the establishment carrying on or maintenance of schools for the education of the Deaf, facilities for technical or higher education of the Deaf, recreational and residential accommodation for the care of Adult Deaf
- iii. to ensure fruitful continuity of the National Chaplaincy to the Deaf being the body for the time being charged with the pastoral and religious care of the Deaf.

The strategic analysis outlined in this section has been guided by the objects of CID as set out in the Memorandum of Association, which can be summarised in general terms as being to engage in service to Deaf people.

3.2 The Deaf Population

3.2.1 Statistics

There does not appear to be any official source of statistics about the Deaf population in Ireland. The Census of Population can not provide such statistics, as it treats deafness and blindness as a single category.

Various figures, ranging from 3,000 to 7,000, have been quoted by people interviewed during this review. In ball park terms, it is assumed that the population of profoundly and severely Deaf is approximately 5,000. When the definition of deafness is extended to include hard of hearing, families of Deaf people etc, the numbers quoted increase about ten fold. In ball park terms, it is assumed that the total population of all categories of Deaf people is approximately 40,000 to 50,000.

A recent submission from the Irish Deaf Society to the Department of Education and Science made reference to ‘the nation’s 5,000 Deaf people’ and also made reference to ‘a further 40,000 people who are hard of hearing, children of Deaf adults, parents and friends of the Deaf, who are all users of ISL’. The 2003 Annual Report of the National Association for Deaf People made reference to ‘approximately 30,500 deaf and hard of hearing people, or their families’ who had availed of their services during the year.

It is estimated that the number of Deaf children in primary and post primary schools in the Republic of Ireland is currently approximately 1,500. A report by Ethna Swan in 1994, *Study on the Dublin Schools for the Deaf*, quoted an estimation of the number of Deaf children in the school population in the Republic of Ireland for 1991/92 as follows.

Table 1 – Deaf Pupils in Primary and Post Primary Schools 1991-92

In mainstream classes with Visiting Teacher - Primary and Post Primary	1,158
In special classes with Visiting Teacher - Primary	50
In Post Primary Facilities	24
In Special Schools	542
Total	1,774

The following statistics for 2001/02, based on information provided mainly by the Visiting Teacher Service, have been quoted in draft documentation produced by the Advisory Committee in the Department of Education and Science.

Table 2 – Deaf Pupils in Primary and Post Primary Schools 2001-02

Deaf or hard of hearing pupils (Primary) receiving support from VTS	742
Deaf or hard of hearing pupils (Post Primary) receiving support from VTS	493
In Special Classes / Units	43
In Special Schools	231
Total	1,509

The Swan report predicted that the number of Deaf students at primary and post primary levels would fall over time due to a number of factors, including a predicted fall in the total population of school going children, and medical and technological advances. This prediction appears to have been borne out by the above figures. It is also clear from the above that the percentage of Deaf pupils attending the Schools for the Deaf has dropped significantly over the ten year period. It should be noted, however, that the number of births has risen significantly in the early years of this century and has been approximately 25% higher than in the early 1990's.

3.2.2 Characteristics

The deaf population is very diverse in many respects, in terms of age, location, interests, needs, level and circumstances of deafness, level of independence and level of dependency. Recognition of such diversity is important in drawing up any strategy for the future, as the concern of CID is with all categories of the deaf population.

The Irish Deaf Community, which is also diverse in many respects, is not synonymous with the deaf population, but there is a substantial overlap between the two. A definition of the Irish Deaf Community is quoted in a report by John Bosco Conama and Carmel Grehan *Is there Poverty in the Deaf Community?* as ‘persons who see themselves as culturally Deaf and mainly use indigenous sign language. They base their identity on shared experiences, common linguistic characteristics, and share a set of collective beliefs and values’.

That report concluded that the Deaf Community is seriously marginalised and that this marginalisation is ‘largely based on lack of awareness or appreciation for the linguistic and cultural nature of the Deaf Community. This lack of awareness or appreciation may have resulted from lack of meaningful and direct consultation with the Deaf Community’.

3.2.3 CID Relationship with Deaf People

The above quotation reflects much of the feedback received from Deaf people during the course of this review. Lack of contact with the Deaf Community, and lack of involvement of the Deaf Community in its affairs, has been a point of strong criticism of CID. Many members of the Deaf Community know little about the organisation and operations of CID, beyond their own personal experiences. CID is seen as an establishment organisation that is neither open nor transparent.

However, this is not a recent development. The report of an internal Working Party in 1981, *Review of Organisation and Work of the Catholic Institute for the Deaf*, concluded that CID as an independent institution ‘had not developed any significant relationship with these bodies which impact significantly on the effectiveness of any organisation with special responsibilities for the pastoral care of the deaf’. More seriously, the report also concluded that ‘CID as such has little or no direct contact with the deaf population’, although the report recognised that the schools and the chaplaincy had initiated and developed valuable contacts in this area.

CID, through the manner in which it has undertaken this review, has expressed a commitment to consultation, openness and transparency. This commitment will have to be reflected in the formulation of strategic plans and in the organisational arrangements that are put in place for implementation of proposals. Most importantly, this should mean engagement and co-operation with the very people the organisation is meant to be serving.

3.2.4 Concerns

Deaf people have expressed a number of key concerns during the course of this review. Three of the main concerns that are directly relevant in formulating any strategy focused on serving their needs are outlined below.

- A key concern, as referred to in the report quoted above, is that Deaf people would participate in, and ultimately have ownership of decisions about Deaf issues, decisions that impact on them. The origins of this concern can be appreciated by reference to the composition of groups that have been set up in the past to review Deaf issues.
- Another key concern for Deaf people is the need to recognise that deafness is not a disability, but rather a difference. Circumstances have created difficulties for Deaf people, and in these circumstances deafness has in fact been a disability. But these circumstances have been created by society and by policy makers, who are invariably hearing people. (Note: This distinction between disability and difference can be tested quite easily by a hearing person. All that is required is to sit in a room, as the only person without sign language, while a number of Deaf people carry on a conversation.)
- The point that has been emphasised most often is the importance of Irish Sign Language and Deaf culture in the lives of Deaf people.

Ultimately, the overriding concern of Deaf people is to achieve a situation where all Deaf people can achieve their full potential, fully integrated into mainstream society, while maintaining their own identity and culture as members of the Deaf Community.

3.3 Deaf Organisations

- 3.3.1 Apart from public sector bodies, the main organisations involved in serving the needs of Deaf people are CID, the Irish Deaf Society, the National Association for Deaf People and various Deaf clubs and associations.

The reports and web sites of IDS and NAD indicate the commitment of each organisation to serving the needs of Deaf people and the scale of the services being provided by them. Both organisations have extensive networks around the country. However, while there has been some co-operation between them, for example the establishment of the interpreting service Sign Link, there have been differences between them about approaches to Deaf issues.

There are several examples of co-operation between CID and NAD at operational level, but they have not been proactive in co-operating at policy level.

In general terms it can be said that there has not been a good or constructive relationship between the various parties involved in representing or serving the needs of Deaf people. In drawing up a strategy for CID it will be important to focus on complementing existing services and working in co-operation with the other organisations.

3.4 Public Policy

Feedback during the review has confirmed widespread disillusionment and even anger with public policy, or the perceived absence of public policy, in relation to Deaf issues and particularly in relation to Deaf education. Criticism has been voiced strongly by parents of Deaf children, who have spoken with a deep sense of hurt and frustration, by Deaf people, by staff, and in fact by most people interviewed.

The following are the main points of criticism.

- fragmentation of services generally, and the lack of a central source of recognised expertise, to provide comprehensive information, advice and guidance on Deaf issues; it should be noted in this context that over 90% of Deaf children are born to hearing parents
- a piecemeal and minimalist approach to decision making by those with responsibility for policy concerning Deaf issues, and the apparent lack of any vision in relation to the education of Deaf children
- an undue emphasis on the ‘medical model’ in addressing the needs of Deaf people
- failure to introduce an early screening, intervention and support system
 - the Swan report concluded that it would be difficult to exaggerate the importance of early intervention, both in terms of early detection of deafness and the provision of support and counselling for parents
 - parents of Deaf children have spoken with emotion and frustration about the fragmentation of services and the lack of a central source of comprehensive information and expert advice; to quote one parent, ‘services were wholly inadequate’
 - feedback from the Schools for the Deaf indicates that many children entering school at primary level already show a marked deficit in language development.
- an apparent lack of appreciation of the distinctive nature of deafness, of the unique features of Deaf education and of the extent to which teaching Deaf children is a specialist job
- the policy of integrating Deaf children into mainstream schools, without the provision of the specialist resources required to support such a policy, and without any evaluation of the effects of this policy to date
- the visiting teacher service, which is seen as a dispersed and under resourced service, lacking the specialist infrastructure and support which is essential for the provision of the specialist service that is required; there is also a perception that visiting teachers promote the oralist approach

- the failure of the Department of Education and Science to provide funding for the essential learning resources and facilities required in specialist schools.

Many Deaf people have been critical of the decision of the Minister to disband the Advisory Committee and they do not have confidence that the National Council for Special Education will be able to devote sufficient priority to Deaf education, or have the specialist resources or the expertise required to do so. It is noted that the word 'Deaf' does not appear in Section 20 of the Education for Persons with Special Educational Needs Act 2004, which outlines the functions of the NCSE. In fact the word 'Deaf' does not appear anywhere in the entire Act.

3.5 Medical and Technological Developments

There have been significant medical and technological developments in recent years, including digital hearing aid technology and cochlear implants, which have made it possible for many Deaf people to develop levels of hearing previously not possible. Such developments are expected to contribute to decreasing numbers of Deaf children, as predicted in the Swan report.

However, it has not been suggested that such developments will eliminate deafness, or the need for specialist Deaf education, or even reduce it radically, within the timeframe relevant to the focus of this review. If anything, it appears that such developments will require even higher levels of specialisation in Deaf education, with a focus on rehabilitation within a broader framework of education and personal development. Developments in technology will in fact create both the need and the opportunity to develop new teaching methodologies, emphasising the increasingly specialist nature of Deaf education.

3.6 Society

Society generally has changed dramatically in the recent past and in particular since the internal Working Group which carried out the last review of CID reported in 1981. Ireland is now a more multinational, more multicultural, more multi-denominational and more secular society. The 'establishment' is more accountable and more open to question, the influence of the Catholic Church has reduced considerably, as has religious practice generally. Difference is all around us, diversity is now the norm. These changes offer both challenge and opportunity for everybody, including the Deaf Community and including CID.

However, the level of deaf awareness in society generally remains very low. This causes serious difficulties for Deaf people, ranging from the need to cope with almost routine aspects of day-to-day living, to more serious obstacles in their way as they seek to progress in life and realise their potential as fully functioning members of society. Achieving a much higher awareness of Deaf issues among hearing people would make a major contribution to the welfare and development of Deaf people.

Achieving a higher level of awareness and understanding will not in itself be sufficient. Changes are required in public policy, and Deaf people require more comprehensive information and practical support, including interpreting services, in accessing public services to which they are entitled. A serious shortage of sign language interpreters also needs to be addressed. Ultimately, the right to interpreting services and the availability of interpreting services will be critical in facilitating communication between Deaf people and hearing people.

3.7 Review of CID

3.7.1 Schools for the Deaf

St Joseph's School for Deaf Boys and St Mary's School for Deaf Girls are both under the trusteeship of CID. Up until 1997, the Christian Brothers acted as managers and trustees of St Joseph's on behalf of CID. The Christian Brothers relinquished all responsibility for management of the School with effect from 1 January 1997 and the trusteeship of St Joseph's was transferred to CID as and from that date. The Dominican Sisters had charge of St Mary's prior to 1997. They also transferred the trusteeship of the school to CID as and from 1 January 1997.

Each school has its own Principal and is managed by a separate Board of Management. Teachers in the Schools are employees of the Department of Education and Science. The Schools receive capitation and other grants from the Department and also receive some additional funding from CID. The two Principals are on the Board of CID.

Each school has both day and residential pupils. The residences are operated and managed separately from the Schools and are funded by the HSE. The residences in each school are under the management of a Director of Care, who is accountable to the Chief Executive of CID. The Director of Care in St Joseph's is a member of the Board of CID. Apart from informal communication and co-operation, the schools operate independently of each other, as do the residences, and in each case the residences also operate independently of the schools.

As indicated earlier, enrolment figures at the two schools have been falling over the past 25 years. Figures quoted in the Swan Report indicate that the combined enrolment in the two schools peaked in 1977/78 when the total enrolment was 667, and had fallen to 427 in 1993/94. Figures supplied by the Department of Education and Science indicate that the total enrolment had fallen to 196 by 2004. This trend, and the current low enrolment figures, is a matter of concern for the staff in the schools, for parents, for CID, for the Deaf Associations, and for the members of the Deaf Community interviewed during this review. There is serious concern that many Deaf children, whose education and development would benefit from attending a school for the Deaf, would be seriously disadvantaged if the schools were to close.

Many members of the Deaf Community are critical of the Schools for the Deaf. Much of this criticism is related to the oralist approach which was introduced into the schools in the early 1950's. Some are very critical and indeed very angry about their experiences of this approach. Many Deaf people, and parents of Deaf pupils, continue to be critical of the schools today for not giving sufficient priority to sign language.

Nevertheless, against the background of falling enrolment figures outlined above, feedback received from all sources during the course of this review indicates that there is strong and broadly based support for retention and development of the Schools for the Deaf.

These schools clearly offer a key resource which is at the disposal of the state in formulating and implementing public policy and in discharging its responsibility to provide a specialised education service for all Deaf children. It is relevant to note in this context that the Swan Report on the Schools for the Deaf which was published in 1994 concluded that ‘One cannot but be impressed by the professionalism, dedication and enlightened approach of the staffs in the Schools for the Deaf, both teaching and care staff.’ It seems clear that, in formulating future policy, the expertise, professionalism and dedication of staff is a major distinctive strength of Schools for the Deaf.

3.7.2 St Joseph’s House, Stillorgan

St Joseph’s House is a residential home for Adult Deaf and Deaf Blind. It was established as a residential home by CID in 1964. It provides supported accommodation, care and advice to residents, including permanent, temporary and respite. Residents vary in terms of their level of dependency and they range in age from 25 to 90. While some can live relatively independently in supported accommodation, the recent trend has been towards residents with a higher level of dependency. Some residents were previously in psychiatric hospitals.

St Joseph’s House is under the direct management of CID, is managed by the Director of Care who is on the Board of CID, and is funded by the HSE. It is providing an essential service to a diverse group of residents. The House has accommodation for about 40 residents and there is usually a waiting list.

3.7.3 St Vincent’s Centre for the Deaf

St Vincent’s Centre for the Deaf in 40 Lower Drumcondra Road was opened in 1991. The offices of CID and the National Chaplaincy are accommodated in the Centre, which also provides facilities for

The Dublin Deaf Association
The Irish Deaf Sports Association
The Sign Language Association of Ireland
The Dublin Deaf Scouts

CID has provided a Community Centre for the Deaf since the latter part of the 19th century. The Centre had been based in a number of different locations over the years, and had been based in Rathmines for a period of about 25 years before moving to St Vincent’s Centre in Drumcondra. Apart from offices, the facilities provided in Drumcondra include a lounge, theatre, games room, and chapel.

The Dublin Deaf Association established an active and vibrant social club in the Centre and the Irish Deaf Sports Association has competed successfully in both indoor and outdoor sports. There has been a fall off in recent years in the numbers of Deaf people, particularly younger Deaf people, using the Centre.

This fall off has been raised as an issue of concern by many of those consulted during the course of the review. Various reasons for the fall off have been advanced, including some disillusionment with CID, a need for more modern facilities, need for full-time staff to support the efforts of dedicated and overstretched volunteers, and a need for a more cohesive approach among Deaf people generally.

There is substantial space available in the Deaf Centre, and much of it is now underutilised for long periods during the week. Apart from providing facilities for the organisations referred to above, it also provides facilities for an Elderly Day Centre twice a week and some of the available space is being used by the Centre for Deaf Studies, which is part of Trinity College.

Much of the feedback received during the review indicated that there is strong support for a modern social centre for the Deaf, including a sports complex.

3.7.4 The National Chaplaincy

The National Chaplaincy for Deaf People has been providing pastoral care for Deaf people for over 150 years. The Vincentians have been associated with the chaplaincy throughout all of that period up until 2005 when the last Vincentian chaplain retired. The chaplaincy was originally concentrated on the Archdiocese of Dublin but became established as a National Chaplaincy in 1977.

The Chaplaincy now comprises a Director, who is a member of the Board of CID, and two lay chaplains. With these very limited resources it is trying to coordinate a pastoral programme throughout Ireland. The offices of the National Chaplaincy are located in St Vincent's Centre for the Deaf.

The Chaplaincy is funded primarily by CID and receives funding support from the Archdiocese of Dublin. Some funding comes from the Episcopal Conference of Bishops and each Diocese is asked to make a small donation to the work of the Chaplaincy, but not all of them do so.

3.7.5 Organisation Structure

CID is a complex institution and it has an unwieldy organisation structure. It is involved, directly or indirectly, in a range of disparate activities, but the main activities under its umbrella operate independently of each other and with a large degree of independence from CID. In some respects, the main role of CID is as an administrator of funds, or a conduit for funds to the various operations under its umbrella. This is not a recent development. The internal Working Party which reviewed the organisation and work of CID in 1981 concluded that CID 'provides no more than a "go between banking service" for the receipt and expenditure of funds'.

The Chief Executive is a part-time post, officially two days a week. A full-time Child Welfare Officer was recently appointed, with responsibility for the two schools, and there is a part-time Buildings Officer, who has responsibility for health and safety matters. However, the Chief Executive does not have either the time or the support resources to have a more proactive role in the planning, management and development of the operations under the umbrella of CID.

In reality, while CID is governed by a Board, it does not at present have the executive management to implement decisions that a Board may wish to take, or should be taking. In effect, CID does not have direct management control over activities and issues that are perceived to be within its brief.

3.7.6 Managing Relationships

Given the importance of its role and the structure of its organisation, communication and co-operation with and between the various activities operating under its umbrella should be an important priority for CID. Likewise, the provision of service to the Deaf should involve interaction and co-operation with other bodies who have a similar objective or who have similar responsibilities.

However, CID has been weak in developing and managing relationships. CID as an organisation has not given priority to either internal or external communication, nor has it committed resources in this area. Many people working within the umbrella of CID know little about its organisation and operations. Many of them have been critical of CID, and of its lack of openness and transparency.

3.7.7 Advocacy

Throughout its history, CID has been an advocate on behalf of the interests of Deaf people. The success of its advocacy role has been evidenced at various stages by an influence on public policy or by the allocation of public funding for particular initiatives. More recently, the advocacy role has been carried on at operational level by separate units under the umbrella of CID, mainly with a view to securing public funding for particular purposes. However, in recent times CID as an organisation has not been organised to play the role of an active advocate nor has it had any significant influence on public policy.

Some Deaf people consulted during the course of the review have been critical of CID in this respect. CID is perceived as an establishment organisation with potential to exert influence. Its failure to influence public policy has been perceived as a poor reflection on its priorities and in some sense an acceptance of the status quo.

The traditional role and profile of CID gives the organisation the potential to play a powerful advocacy role in relation to public policy and Deaf issues generally. However, its contribution in this respect will be influenced by its success in establishing common cause with other Deaf organisations and the Deaf Community generally and working in partnership with them to achieve shared goals. The main theme running through much of the feedback received during this review has been the need for a strong partnership approach between all organisations working on behalf of Deaf people.

Working in partnership in pursuit of shared goals would not involve a surrender of autonomy. All the main parties would retain their own separate organisations and identities, their own mission and priorities, and would continue to deploy their own distinctive strengths in pursuit of their own distinctive goals. Neither does working in partnership in pursuit of shared goals imply an end to differences, but would rather provide an atmosphere where differences can be acknowledged, debated and respected.

3.7.8 Properties

The following properties are owned by CID

The grounds of St Joseph's School on the Navan Road, Cabra
St Joseph's House, Brewery Road, Stillorgan
St Vincent's Centre for the Deaf, 40 Lower Drumcondra Road.

All of the above properties are potentially very valuable and provide CID with a substantial asset and some flexibility in planning its future development and its future role in providing service to the Deaf.

In addition, CID has a 100 year lease dating from 1997 on the property occupied by St Mary's School for the Deaf, subject to certain restrictions in relation to use of the property for educational purposes.

3.8 Strategic Issues

The following important strategic issues arise from the foregoing analysis

- 3.8.1 CID has not been an open, transparent or cohesive organisation. It has issues to address in terms of its strategic focus, its organisational structures, and its management of relationships, particularly relationships with Deaf people and with public policy makers. CID needs to address these issues if it is to be effective in serving the needs of Deaf people.
- 3.8.2 There is widespread disillusionment and even anger with public policy, or the perceived absence of public policy, in relation to Deaf issues and particularly in relation to Deaf education. The main points of criticism relate to
- fragmentation of services generally, and the lack of a central source of information and expertise on Deaf issues to provide comprehensive information and specialist advice
 - a piecemeal and minimalist approach to decision making by those with responsibility for policy concerning Deaf issues, and the apparent lack of any vision in relation to the education of Deaf children.
- 3.8.3 There have been differences about approaches to Deaf issues and there has not been a good or constructive relationship between the various parties involved in serving the needs of Deaf people. There is a need for a strong cohesive lobby to influence public policy in relation to Deaf issues generally and, in particular, in relation to Deaf education.
- 3.8.4 There are important areas of common ground and common interest between all of the main parties working on behalf of Deaf people. This should make it possible to establish a broadly based consensus about goals to be achieved, based on a shared vision for the future. A shared vision would create a powerful unifying force which would enable the main parties to work in partnership to achieve shared goals.

4. Mission and Role

4.1 Core Values

Core values imbue the culture and ethos of an organisation and influence how it pursues its mission and how it determines its strategic priorities. Core values also provide guidance for management and staff in discharging their responsibilities and conducting their day-to-day operations.

The following are proposed as the core values of CID and the commitments to which everybody involved with CID would subscribe.

- *Our core values are derived from our Christian ethos and the values of the Roman Catholic Church.*
- *We have respect for other denominations and our services are available to people of all denominations.*
- *The core ethos of our organisation is based on caring and serving.*
- *Deaf people are the central focus of our plans and of our work.*
- *We strive to serve the interests of all categories of Deaf people.*
- *We are fully committed to working in partnership with Deaf people, with other Deaf organisations and with public sector bodies in representing and serving the interests of Deaf people.*
- *We promote the highest professional and ethical standards and strive for excellence in all areas of activity in serving the interests of Deaf people.*

4.2 Mission

The mission of CID is derived from its objects, as outlined in the Memorandum of Association and as quoted at the start of the previous section of the report. The mission is also derived from its core values and from its ethos as a body under the patronage of the Roman Catholic Archbishops and Bishops of Ireland. It is suggested that the following statement captures the mission of CID.

The mission of CID is to promote its core values and to work with and serve the Deaf people of Ireland by

- *recognising the distinctive needs of Deaf people*
- *promoting and representing the interests of Deaf people*
- *supporting the education, development and day-to-day living of Deaf people*
- *providing Deaf people with pastoral and religious care*
- *supporting Deaf people to achieve their full potential.*

CID will pursue its mission by working in partnership with Deaf people, with other organisations working to serve the interests of Deaf people, and with public bodies charged with responsibility to provide services for Deaf people.

4.3 Vision

Strategic plans will also be guided by a vision of the future, for example, where CID will be and what it will have achieved by the year 2020.

The following are suggested as the core elements of that vision.

- *There will be a high level of public awareness of deafness and Deaf issues, and public policies will reflect that awareness by giving the necessary priority and funding to support the rights and needs of Deaf people.*
- *There will be an early detection and intervention system which will ensure that, from the earliest age, parents of Deaf infants are provided with comprehensive information, expert advice and support in relation to the decision options open to them and in relation to the development of their child's language, communication and socialising skills.*
- *Education of Deaf children will be recognised as specialised and unique. All Deaf children, whether in a mainstream school or in a School for the Deaf, will have access to the best available expertise in Deaf education and will be able to aspire to achieving their full potential as fully integrated members of society.*
- *Deaf people, of all ages, whether they live in Dublin or around the country, will be able to feel part of and to interact fully with the Deaf community, while at the same time being able to feel part of and to interact fully with wider society.*
- *Dependent Deaf people of all ages will have access to community, support and professional services in an environment which recognises their distinctive needs and circumstances.*
- *Deaf people will have key roles in all aspects of Deaf education, development and community services.*
- *The National Chaplaincy will be nationwide in scope and will be supported by adequate resources and a network of lay chaplains in offering a comprehensive pastoral care service for Deaf people.*
- *Organisations working on behalf of Deaf people will have a constructive relationship and will be working together in a spirit of partnership.*
- *CID will be an open, transparent and caring organisation, working in partnership with Deaf people, with other Deaf organisations and with public sector bodies in representing and serving the interests of Deaf people.*

4.4 Role of CID

CID would not be alone in working towards the realisation of many of the elements of the vision outlined above, nor would it realise its vision by working alone.

Public bodies, other organisations working on behalf of Deaf people, and many individuals have important roles to play in addressing the issues outlined in this report. Any strategy for CID must be based on a view of its own role and its distinctive contribution, working in partnership with others. The following are proposed as key elements of the distinctive role of CID.

- 4.4.1 CID can play a leading role in building and maintaining a partnership approach between all the organisations working on behalf of Deaf people.
- 4.4.2 CID, by virtue of its position and its links across a broad spectrum of society, can play a distinctive role, working in consultation and in partnership with other organisations, in influencing public policy.
- 4.4.3 CID, by virtue of its role viz a viz the Schools for the Deaf, can play a major role in the transformation of education and development for Deaf children and Deaf people.
- 4.4.4 CID, by virtue of its ethos and patronage, can contribute to the development of a fully-functioning and properly resourced nationwide chaplaincy for Deaf people.
- 4.4.5 CID can make a distinctive contribution to the creation of a society that would give expression to the vision outlined above by developing its own organisation as a model for that society.

4.5 Strategic Priorities

The following are put forward as the strategic priorities for CID in pursuing its role.

- 4.5.1 Develop a good working relationship with the other organisations working on behalf of Deaf people and work in partnership with them in formulating a set of agreed goals, focused on areas of common ground and common interest.
- 4.5.2 Establish a cohesive and effective lobby group with the other organisations working on behalf of Deaf people and work in partnership with them to influence changes in public policy to facilitate achievement of agreed goals.
- 4.5.3 Work in partnership with other organisations to ensure public recognition of the education of Deaf children as specialised and unique and to secure the commitment of public policies and public resources to ensure that all Deaf children have access to the best available expertise in Deaf education. This would include the retention and development of Schools for the Deaf, as an integral part of a Centre for Education and Development, which would be a recognised centre of expertise in Deaf education.

- 4.5.4 Work in partnership with other organisations to develop social facilities and a vibrant community environment with which Deaf people can identify, and which enables them to interact fully within the Deaf community, while at the same time being able to feel part of and to interact with confidence with wider society.
- 4.5.5 Work in partnership and in support of other organisations to ensure that dependent Deaf people of all ages have access to professional care, and to community and support services in an environment which recognises their distinctive needs and circumstances.
- 4.5.6 Support the National Chaplaincy for Deaf People to establish a fully-functioning and adequately resourced nationwide chaplaincy for Deaf people.
- 4.5.7 Introduce changes in the structures, organisation and management of CID to enable it to function efficiently and effectively in achieving its strategic objectives.

5. Influencing Public Policy

5.1 Overview

The view of the vast majority of those consulted during the course of this review is that public policy, and the public funding required to support implementation of policy, will have a major impact on the well-being and standing of Deaf people.

As outlined earlier in this report, there is a broadly based perception that public bodies have given a low priority to Deaf issues generally and that the distinctive nature of deafness and of the needs of Deaf people is not reflected in public policy. There is a piecemeal and minimalist approach to decision making by those with responsibility for policy and the apparent lack of any vision in relation to the education of Deaf children.

There is a need for a strong cohesive lobby to influence public policy in relation to Deaf issues generally and, in particular, in relation to Deaf education. CID, by virtue of its position and its links across a broad spectrum of society, can play a distinctive role, working in consultation and in partnership with other organisations, in influencing public policy. Its influence in this respect would be enhanced substantially if CID becomes a more proactive organisation, for example by promoting the Schools for the Deaf, commissioning research into policy issues, and raising the profile of Deaf issues generally.

5.2 Proposals

- 5.2.1 CID should give immediate priority, in partnership with other organisations working on behalf of Deaf people, to establishing a strong cohesive lobby to influence public policy in relation to Deaf issues generally and, in particular, in relation to Deaf education.
- 5.2.2 CID should work with the other organisations to agree a common policy platform and to establish a Policy Forum, which would be recognised by all the organisations involved as the forum for interaction with the relevant Government Departments and Statutory Bodies on all major policy issues.
- 5.2.3 CID should become a more proactive organisation in the policy arena, commissioning research into major policy issues, organising conferences on important topics, and promoting the unique aspects of Deaf education and the distinctive importance of the Schools for the Deaf.
- 5.2.4 CID should introduce changes in its own organisation and management to enable it to play a leading role in managing relationships and influencing public policy. These changes, which are outlined in more detail in Section 9, include reorganisation of the Board and appointment of a full-time Chief Executive.

6. Education and Development

6.1 Overview

This section puts forward proposals for the establishment of a Centre for Education and Development which would be the recognised centre of expertise in Deaf education, offering a comprehensive programme of education, support and development, from initial detection, through all stages and transitions in the formal education system, to lifelong learning and development.

The analysis and proposals outlined in this section are based on the contribution and conclusions of the Education and Development Work Group and owe much to the deliberations of that Group.

The retention and development of the Schools for the Deaf is central to these proposals. The case for schools for the Deaf has been well documented elsewhere and does not have to be made in this report. For example,

- ‘Educational policies should take full account of individual differences and situations. The importance of sign language as the medium of communication among the deaf, for example, should be recognized and provision made to ensure that all deaf persons have access to education in their national sign language. Owing to the particular communication needs of deaf and deaf/blind persons, their education may be more suitably provided in special schools or special classes and units in mainstream schools.’ *The Salamanca Statement and Framework for Action on Special Needs Education*, 1994.
- ‘The first essential element of good practice is the availability of educational options, ranging from educational programmes where deaf children may be mainstreamed to bilingual educational programmes in special schools.’ - Report of Helios Group 6, *The Educational Integration of the Deaf*, 1996.
- ‘UNESCO would like to highlight that promoting inclusion in education also implies allowing for choice (as stipulated in article 13 of the ICESCR) for groups such as the deaf, blind and deaf-blind and we also support the stance of Thailand indicating that inclusiveness does not mean supporting one model, but that the entire system be inclusive.’ - *Sixth session of the UN General Assembly’s Ad Hoc Committee on a Comprehensive and Integral Convention to Promote and Protect the Rights and Dignity of Persons with Disabilities*, 2005.

The proposal for a Centre for Education and Development goes much further than retention and development of schools for the Deaf. The proposal is for a centre of excellence, offering a comprehensive and state of the art response to the education and development needs of Deaf children and Deaf adults.

The proposal for a centre of excellence is not new. It has been put forward on several occasions in one form or another, it has been supported strongly by many of those consulted during this review, and it has been proposed in some of the documentation that has been reviewed. For example

- The Swan Report (1994) put forward the idea of a Resource Centre, where ‘the personnel of the schools could pool their considerable knowledge and expertise’. A Resource Centre ‘could provide in-service and refresher courses for teachers, for visiting teachers of the Deaf, parents, student teachers and remedial teaching trainees could incorporate intensive remedial classes could provide facilities for much needed research into the education of the Deaf, and facilities to enable teachers to keep abreast of new technologies and new developments in services for the deaf’.
- The NAD submission to the Advisory Committee included the recommendation that ‘the two Dublin based schools for the Deaf explore the possibility of developing as a Centre of Excellence in the education of deaf pupils, with a view to providing, on an outreach and in-house basis, supplementary courses and learning materials for deaf pupils and their teachers in the mainstream’.
- The Programme Development Manager of IDS, in his presentation to the Oireachtas Joint Committee in October 2003, recommended that ‘the schools should become centres of excellence and leaders in the education of Deaf children through a bilingual system’.

6.2 Core Principles

The proposals in this section are based on the following core principles

- 6.2.1 The Child should be the central focus in formulating policies and implementing plans for Deaf education i.e. the Child should be the centre of everything and every Deaf Child should have access to the full range of educational opportunities.
- 6.2.2 The early years are the most critical years in a child’s education. Early detection is of critical importance. Comprehensive information, expert advice and support should be available to all parents of Deaf children from the earliest age, in relation to the decision options open to them and in relation to the development of their child’s language, communication and socialising skills.
- 6.2.3 Parents of Deaf children should have educational options to choose from. In particular, they should have the option of sending their children either to a mainstream school or to a School for the Deaf. They should be provided with all the information they require to make informed decisions in the best interests of their children.
- 6.2.4 All Deaf children, whether in a mainstream school or in a School for the Deaf, are entitled to have access to the best available expertise in Deaf education. In particular, every Child should have the opportunity of developing proficiency in sign language.

- 6.2.5 Deaf education is a distinctive and specialised area of education and should be recognised as such. Teaching Deaf children is a specialised professional activity, requiring specialist knowledge and skills, supported by specialist qualifications. Specialist teachers of the Deaf should have
- Department of Education recognised teaching qualifications
 - relevant post graduate qualifications in Deaf education
 - the specialist knowledge, skills and competence required, including accredited fluency in Irish Sign Language.
- 6.2.6 Schools for the Deaf have an essential role, not just in the education of Deaf children, but as centres of specialist expertise in Deaf education. The expertise in Schools for the Deaf should be harnessed in support of mainstream teachers and visiting teachers to provide an integrated, informed and specialist approach to the teaching of all Deaf children.
- 6.2.7 Particular priority should be given to the education, training, qualification and employment of Deaf people as specialist teachers of the Deaf and in the full range of positions that would arise.
- 6.2.8 Deaf education policies and plans should be informed not just by the views of professionals but also by the views of parents of Deaf children, both in mainstream and in Schools for the Deaf, and by the views of Deaf adults.
- 6.2.9 These proposals are inclusive. They relate to all categories of deafness.

6.3 Centre for Education and Development

The Centre for Education and Development should be the recognised centre of expertise in Deaf education and must aspire to the highest standards of excellence.

It should offer an attractive and compelling option for all those it is designed to serve, in terms of the quality of staff, facilities, resources and technology. The Centre should also operate to the highest standards, in terms of the quality of programmes, the quality of service, and the overall quality of the learning experience.

The Centre would comprise a number of separate schools and activities which together would offer a comprehensive programme of education, support and development, from initial detection, through all stages and transitions in the formal education system, to lifelong learning and development.

The Centre would incorporate the following

- 1) A diagnostic, resource and family support unit
 - with audiological, psychological and paediatric specialists
 - offering family counselling, support and guidance, including pre-school service and support, from teachers of the Deaf, ISL teachers, counsellors and speech and language therapists
 - offering comprehensive information, advice and support services – a recognised ‘one stop shop’ for parents and families of Deaf children.
- 2) A Pre-School for Deaf children
- 3) A Primary School for Deaf children, day and residential
- 4) A Post Primary School for Deaf children, day and residential
- 5) A School of Lifelong Learning
- 6) An Institute for Research, Development and Training
- 7) A Pastoral Service.

Implementation of these proposals would include integration of St Joseph’s School for Deaf Boys and St Mary’s School for Deaf Girls at primary and post primary levels.

6.4 Role and Operation

The Centre for Education and Development would comprise an ‘open campus’ and would have an important role in promoting the integration of teaching, learning and research. The separate schools and units in the Centre would support, interact and co-operate with each other and also with other groups and organisations, including mainstream schools and other education and research bodies.

For example, the combined resources and expertise of various units could be used to offer

- an outreach service and specialist support to visiting teachers, mainstream teachers, special needs assistants and public health nurses
- in-service training for teachers of the Deaf, mainstream teachers and special needs assistants
- a range of specialist programmes for parents and families, for example in ISL, parenting skills etc

- an appropriate environment, resources and supervision to support postgraduate studies and applied and empirical research.

The Centre would draw on the best expertise available, with Deaf and hearing working together, and would be seen to be representative of the Deaf Community. Sign language and bilingual education would be key elements in the day to day life of the Centre.

The Centre would be inclusive in its focus and would support the needs of all categories of Deaf children and Deaf people. Each school or unit would have the facility to develop special units with special expertise in response to particular needs, for example a special unit to support the rehabilitation, education and development of children with cochlear implants.

The Centre would also give priority to developing and promoting interaction between Deaf and hearing, through

- co-operation with neighbouring ‘hearing schools’, for example through shared classes and shared recreational activities
- co-operation with employers and employer groups to provide a window of interaction with the world of work, to facilitate work placement, and to promote a more deaf friendly work environment
- co-operation and interaction with other research bodies and with social science and educational researchers in third level institutions.

6.5 Organisation and Management

The Department of Education and Science and the Department of Health and Children would share primary responsibility to provide the funding required for the establishment and operation of the Centre for Education and Development.

The Centre would be based on a partnership model and would be a real partnership between Deaf and hearing in all aspects of its operation, including management, teaching and learning.

It is expected that each School or Unit would have autonomy of operation, within a broader framework of co-operation and coordination provided by the Centre. The Centre itself would have a small core staff, headed up by a Chief Executive, who would have overall executive responsibility, reporting to a Main Board.

Staff in the Centre would have specialist qualifications, reflecting the specialist nature of their roles. For example, specialist teachers of the Deaf would have Department of Education recognised teaching qualifications, relevant post graduate qualifications, and the specialist knowledge, skills and competence required for teaching Deaf children, including accredited fluency in Irish Sign Language. The development and recruitment of Deaf staff, including teachers, researchers and support staff, would be an important priority.

6.6 Location

It would not be necessary to have all schools and units of the Centre based in one location. In fact when the Centre has become fully established it is envisaged that ‘satellite units’ would also be set up. However, in the initial stages of its development, it is desirable that all Schools and Units would be located close to each other to facilitate interaction and co-operation.

It is anticipated that the grounds of St Joseph’s School in Cabra, which are owned by CID, and the grounds of St Mary’s School in Cabra, which are leased to CID, would offer more than sufficient space to accommodate the Centre, including all the Schools and Units, and all of the other facilities proposed in this report.

6.7 Proposals

- 6.7.1 CID should give strategic priority to the establishment of a Centre for Education and Development which would be the recognised centre of expertise in Deaf education. The Centre would comprise a number of separate schools and activities which together would offer a comprehensive programme of education, support and development, from initial detection, through all stages and transitions in the formal education system, to lifelong learning and development. The Centre should operate to the highest standards, in terms of the quality of programmes, the quality of service, and the overall quality of the learning experience.
- 6.7.2 CID should seek the agreement of other organisations working on behalf of Deaf people to have the establishment of a Centre for Education and Development included as a central part of a common policy platform to be progressed as a matter of priority.
- 6.7.3 The commissioning of an independent research study, by the Department of Education and Science and/or by the National Council for Special Education, to review and evaluate the outcomes of mainstreaming of Deaf students, should also be proposed as a central part of the policy platform.

7. Community Support

7.1 Overview

This section puts forward proposals in relation to the role of CID in the provision of community and care services for Deaf people. The main thrust of these proposals is that CID should give priority to the development of a comprehensive social and community centre for the Deaf, incorporating a fully resourced indoor sports complex, that it should initiate consultations with all of the parties involved about the relocation of all its community support facilities to Cabra, and that facilities in Cabra should be designed to facilitate access and use by as broad a cross section as possible of the Deaf Community.

The analysis and proposals outlined in this section were discussed within the forum of the Community Village Work Group and owe much to the deliberations of that Group. The proposals reflect the objects of CID, as outlined in the Memorandum of Association, and the values, mission and vision of CID, as outlined in Section 4 of this report.

7.2 Core Principles

These proposals are based on the following core principles

- 7.2.1 CID is concerned about the full range of community services required by all categories of Deaf people, and recognises that the Deaf community is a very diverse community in terms of age, location, interests, needs, level of deafness, level of independence and level of dependency.
- 7.2.2 The organisation of community services for the Deaf should facilitate interaction between all categories of Deaf people, and should promote interaction between Deaf and hearing people in a Deaf friendly environment.
- 7.2.3 Decisions about prioritising, planning and organising community services should be focused on optimising returns from scarce resources by reference to what Deaf people actually want.
- 7.2.4 All groups involved in the provision of services for the Deaf should work together in a spirit of partnership in pursuit of shared objectives and in the planning, provision and coordination of services.
- 7.2.5 The participation of Deaf people in the management of services, and the employment of Deaf people in the provision of services should be facilitated and actively promoted.
- 7.2.6 The quality and standard of services should be comparable to best international practice. New initiatives should complement existing services and should draw on the best international experience available.

7.3 Community Village

The concept of a 'Community Village' was derived from several proposals that have been put forward in the past, including proposals for an expanded social club and social facilities, sports facilities, living accommodation, a retirement village, social, care and rehabilitation support services, and a pastoral service.

Many such proposals were also raised during the consultation process. The Work Group considered all of these and reviewed a range of needs and priorities. Some members of the Group emphasised the need for the development of sports and social facilities, others emphasised the need for provision of rehabilitation and care services. While these are not mutually exclusive, it is important to identify the distinctive contribution that CID can make in each of these areas.

7.4 Community Centre / Sports Hall

Community centres and sports halls have been very successful in other Deaf Centres. A fully resourced indoor sports complex within a broader community centre would have facilities for a full range of indoor sports, social and cultural events and activities and would.

Such facilities could be enjoyed by Deaf people of all ages and would offer great potential for the Deaf community, not just in terms of sporting recreation but in terms of personal development, confidence and achievement and in terms of community interaction and identity.

This report is proposing that CID should give priority to the development of a sports hall within the broader framework of a social and community centre. There are a number of reasons for putting forward this proposal.

- recreational accommodation is included within the brief of CID, as set out in its objects in the Memorandum of Association
- many Deaf people have proposed such a development and emphasised its importance; some have made reference to the 'promise' to provide such facilities at the time when the Dublin Deaf Association was moving from Rathmines to Drumcondra
- the development of such facilities would 'raise the bar' and offer a model of an active, vibrant, confident and successful community which could make a powerful contribution to personal and community confidence and to personal and community development
- CID has provided a Community Centre for the Deaf since the latter part of the 19th century and is better equipped than other organisations to promote such a development; if CID does not initiate this, it is unlikely to happen.

A number of important considerations should be taken into account in undertaking such a development.

- The facilities should be available to all Deaf groups, to disability groups, and to other clubs and societies in the neighbourhood, to facilitate interaction between Deaf and hearing, and to generate revenues.
- The Centre should be operated and managed on a professional basis. Structures should facilitate co-operation and partnership between all the groups and associations using the Centre. The employment of Deaf people in the Centre should be actively promoted.
- The location of the Centre should facilitate access and use by as broad a cross section as possible of the Deaf community. However, more reliable information about the needs of the Deaf community will be required before making final decisions about the scale and location of the Centre.

7.5 St Joseph's House, Stillorgan

St Joseph's House residential home is providing an essential service to a diverse group of residents. There has been very positive feedback about the value of this facility and about its operation.

However, the premises have been adapted rather than designed for current use and, in common with other CID properties, St Joseph's House is expensive to maintain. Given the likely high valuation of the property, and the fact that it has accommodation for only about 40 residents, it may be concluded that, despite the importance and quality of services provided, the present arrangement is not making the most effective use of CID resources.

CID should commit itself to a continuation of the services currently provided in St Joseph's House in Stillorgan. However, when the property review that is currently under way has been completed, consideration should be given to the transfer of St Joseph's House to Cabra and the development of new state of the art facilities there to support its future operation.

The potential benefits of such a move could be substantial.

- The residents of St Joseph's would have the opportunity for day-to-day interaction with a broad cross section of the Deaf Community.
- They would be located close to a wide range of community and recreational facilities.
- The value of the property in Stillorgan could be realised to contribute to the funding of the proposals outlined in this report.

7.6 Residential / Rehabilitation Services

Feedback during the review indicated that there is a need for a range of residential and rehabilitation services for Deaf people.

For example, appropriate hostel accommodation may be required by various groups for various purposes, such as

- Deaf people from around the country, who may wish to visit their Deaf friends in Dublin to participate in sports and social events
- parents of Deaf children, who may wish to visit the Schools for the Deaf, or the proposed new Centre for Education and Development, either before or after their children have been enrolled
- participants on residential programmes or conferences, which may be provided in the proposed new Centre for Education and Development
- visiting groups, both Deaf and hearing.

Some elderly retired Deaf people would welcome the provision of residential accommodation which would provide them with the option of independent living within a supportive community environment in a setting which would facilitate interaction with other members of the Deaf Community.

There are younger Deaf people who have mental health issues or who are isolated and vulnerable in other respects. Residential rehabilitation units are required to provide a range of supports, including psychiatric, psychotherapy, day care and counselling services. The National Association for Deaf People, in conjunction with the HSE, have initiated the provision of such a service.

7.7 Proposals

- 7.7.1 CID should give priority to the development of a comprehensive social and community centre for the Deaf, incorporating a fully resourced indoor sports complex, and should progress proposals for such a development, in consultation with the Dublin Deaf Association and other organisations working on behalf of Deaf people.
- 7.7.2 New state of the art facilities should be developed for St Joseph's House residential home, currently based in Stillorgan, to support its future operation.
- 7.7.3 The residential facilities attached to the schools in Cabra should be utilised as much as possible to provide hostel accommodation for Deaf people from outside Dublin.
- 7.7.4 Design of accommodation to be provided for residential pupils and students in the proposed Centre for Education and Development should take into consideration a range of additional uses as outlined above.

- 7.7.5 CID should seek to influence public policy and should work in support of other organisations involved in the provision of appropriate residential rehabilitation units for younger Deaf people.
- 7.7.6 CID should initiate consultations with all of the parties involved about the relocation of all its community support facilities to Cabra, including the facilities currently in Drumcondra and St Joseph's House, Stillorgan.
- 7.7.7 CID should work in partnership with the other organisations working on behalf of Deaf people to lobby the Government to provide adequate capital funding and current funding for the facilities and services outlined in this section.

8. National Chaplaincy

8.1 Overview

One of the three objects of CID as outlined in the Memorandum of Association is

To ensure fruitful continuity of the National Chaplaincy to the deaf being the body for the time being charged with the pastoral and religious care of the deaf.

The National Chaplaincy for Deaf People has been providing pastoral care for Deaf people for over 150 years. The Vincentians have been associated with the chaplaincy throughout all of that period up until 2005 when the last Vincentian chaplain retired. The chaplaincy was originally concentrated on the Archdiocese of Dublin but became established as a National Chaplaincy in 1977 when it was recognised as such by the Episcopal Conference of Bishops.

It is clear from the foregoing that CID, through the National Chaplaincy, has the pivotal role in the provision of a chaplaincy service for Deaf people. In fact, it is probably true to say that without CID there would not be a chaplaincy service for Deaf people. Any strategy for the future development of the National Chaplaincy, therefore, needs to be informed by the views of the Catholic Church, and the views of the Bishops in particular, and the priority they attach to the provision of a chaplaincy for the Deaf people among their flock.

8.2 Organisation and Funding

The Chaplaincy now comprises a Director, who is a member of the Board of CID, and two lay chaplains, both of whom are fluent in Irish Sign Language. The Chaplaincy liaises with part-time Chaplains in the Northern dioceses who use British Sign Language. With these very limited resources the Chaplaincy is trying to coordinate a pastoral programme throughout Ireland. The offices of the National Chaplaincy are located in St Vincent's Centre for the Deaf.

The Chaplaincy is funded primarily by CID and receives funding support from the Archdiocese of Dublin. Some funding comes from the Episcopal Conference of Bishops and each Diocese is asked to make a small donation to the work of the Chaplaincy, but not all of them do so.

8.3 Services

The Chaplaincy is charged with the provision of pastoral and religious care for the Deaf. In this respect its brief is to provide Deaf people with access to the church, church ceremonies and the sacraments, and to enable them to play an active part in the greater church. In reality, the role of the chaplaincy goes beyond this.

Much of the work of the Chaplaincy is with Deaf people who are ill or dependent. In such circumstances the Chaplaincy often fills a broader social, counselling and support role, including acting as interpreter between the Deaf person and family members, public service staff, hospital staff etc. Acting as interpreter can also apply to a wider range of circumstances, particularly in rural areas where the services of an interpreter may not be easily available. Many Deaf people value the fact that the Chaplains have sign language and the importance of the role of the Chaplaincy in providing Deaf people with access to the church has been commented on by a number of Deaf people.

There are substantial costs involved in the provision of a pastoral care service on a nationwide basis. These include the costs of personnel and travelling expenses, but extend beyond that. For example, the cost of providing an interpreting service for church ceremonies, or for individual pastoral care, or for accessing social services, would be very significant. Very often such a service may not be available when or where required.

8.4 Future Development

As the fruitful continuity of the National Chaplaincy to the Deaf is one of the main objects of CID, the development and resourcing of the Chaplaincy must be an important part of CID's future strategy. However, as presently resourced, the National Chaplaincy is not providing, and could not be expected to provide pastoral and religious care of the Deaf on a nationwide basis. In effect, this must mean that there are many Deaf people, particularly in rural Ireland, who do not have meaningful access to the church on a regular basis.

It is understood that it is the responsibility of each Bishop to ensure that an adequate service is provided for Deaf people in his own Diocese. Of critical importance to the future development of a national chaplaincy, therefore, is the extent to which the Bishops recognise a moral obligation for the provision of a chaplaincy service to Deaf people, and the priority they attach to the provision of such a service. The Chaplaincy has recently put forward proposals to the Hierarchy for the allocation of additional resources, including the appointment of additional lay Chaplains, so that there would be a lay Chaplain in each of the Archdiocesan areas. Given the nature of the services provided, and the geographic spread of the Deaf people requiring such services, this would appear to be the minimum that is required.

The Chaplaincy has in the past co-operated with pastoral services provided by other denominations, but such services are not now as active as they were. In many cases, the Chaplaincy will be the only source of pastoral or social support for Deaf people of other denominations. The increasingly multi-denominational nature of society creates new challenges for the Chaplaincy in providing a service for all Deaf people.

8.5 Proposals

- 8.5.1 CID should confirm that the continuity and development of the National Chaplaincy for Deaf People, and the pastoral and religious care of Deaf people, is one of its key objects, and should allocate appropriate priority to this in its strategic plans.

8.5.2 In planning the provision of a nationwide chaplaincy service, CID should

- clarify with the Hierarchy the extent to which they recognise a moral obligation for the provision of a chaplaincy service to Deaf people, and the priority they attach to the provision of such a service
- clarify with the Hierarchy the role to be played by the National Chaplaincy on a nationwide basis and the manner in which that role is to be discharged in consultation with each Bishop
- ensure that every Bishop is fully informed of the special needs of Deaf people and of the issues and challenges involved in providing them with access to the Church and access to the sacraments.

8.5.3 CID should use its influence to secure funding support for a nationwide chaplaincy by

- securing appropriate funding from each Diocese to support the provision of the services required
- securing appropriate funding from public sources to support the social service role of the chaplaincy, including the provision of interpreting services in a social care context.

8.5.4 CID should ensure that the Chaplaincy is provided with appropriate and adequate accommodation facilities in any new developments that are undertaken.

9. Governance, Organisation and Resources

9.1 Overview

As indicated earlier, CID is a complex institution and it has an unwieldy organisation structure. There is a need for new organisation and management structures to facilitate implementation of plans put forward in this report. In particular, CID must become an open, transparent and representative organisation, with professional management and staffing, and with significant participation by Deaf people on the Board. It also needs a full-time Chief Executive.

CID will also have to make decisions about the most effective use of its resources and, in particular its property, in implementing its strategic plans.

9.2 Board

CID is governed by a Board. Members of the Board are either appointed by the President or nominated by an associate body. The President is ex –officio a Director of the company and he may appoint up to 6 other Directors, including the Chairperson. Each associate body may nominate one Director.

The Dominican Sisters, the Irish Christian Brothers and the Vincentian Fathers were originally associate bodies of the company. However, they no longer have responsibility for any of the operations under the umbrella of CID and have ceased to be associate bodies. The Boards of Management in St Joseph’s and St Mary’s recently accepted invitations from the Board of CID to become associate bodies and each has nominated one member to the Board of CID.

While the Board has been appointed in accordance with the Articles of Association, the current composition of the Board is surprising in a number of respects

- there is only one Deaf person on the Board
- apart from the one Deaf person and the Chairperson, there is no non-executive member on the Board; all other Board members have full-time posts working under the umbrella of CID
- the current Chief Executive, admittedly working in a part-time capacity, is not on the Board.

In general terms, a Board of Directors has responsibility for corporate governance. The fundamental principles of corporate governance are openness, integrity and accountability. Based on these fundamental principles, a Board of Directors has responsibility for

- setting policy and shaping, directing and controlling the strategic development of a company

- guiding and monitoring company and management performance and progress towards achievement of objectives
- ensuring compliance with statutory requirements.

Non-executive directors have a very important role in corporate governance. They bring an objective perspective and independent judgement to the deliberations of the Board, they are a source of distinctive skills and expertise, they can provide links and influence with stakeholders and key contact groups, and they can have an important role in underpinning the fundamental principles of openness, integrity and accountability.

Non-executive directors would have a particularly key role in the specific case of CID. The appointment of non-executive directors would be an important step in establishing CID as an open and transparent organisation. Most importantly, non-executive directors drawn from the Deaf community would give a voice to Deaf people at the highest level in the organisation. Non-executive directors could also help to establish important links with key stakeholders, could bring broad business management experience to the Board, and could make an important contribution to the role of CID in influencing public policy.

Taking all of the above into consideration, it is proposed that the composition of the Board should be reviewed and that the Articles of Association should be changed to facilitate the appointment of a new Board for CID, comprising primarily non-executive Directors. Acceptance of this proposal would mean that the existing 'executive directors' would cease to be members of the Board.

While it can be said that, in any organisation, the inclusion of full-time or executive members on a Board can facilitate communication and coordination, that is not the function of a Board. In any event such communication and coordination can be organised much more effectively outside of the forum of a Board.

CID comprises a number of separate 'units' working within the broader CID 'umbrella'. Each of these 'units' is an integral part of CID's mission and has its own distinctive professional expertise. It will be important for CID to harness this professional expertise in formulating its strategies and implementing its plans for future development. It will also be important that the Heads or Directors of the various units are kept fully informed of all developments relevant to their areas of operation. But these considerations can be dealt with very effectively through a properly functioning management structure. There is not a compelling argument for their inclusion on the Board and, on occasion, their responsibilities as members of the Board could have disadvantages for their own positions as well as for the functioning of the Board.

The selection of non-executive Directors should be influenced by consideration of the qualities that will be required at Board level, such as management expertise, experience of policy formulation and management at senior levels, in both public and private sector organisations, and potential to make important contributions in areas such as communication with stakeholder groups, development of strategic alliances with other organisations, and lobbying public bodies.

9.3 Chief Executive

CID requires a full-time Chief Executive. An important aspect of the Chief Executive's role would be the implementation of strategic plans, the provision of support and advice to the Chairperson and the Board in developing required structures and managing important relationships, and representing and promoting the interests of Deaf people and of CID. The brief for the Chief Executive would also include

- Establishment of appropriate structures for coordination of activities and management of internal relationships
- Management of operations and activities
- Financial management and stewardship
- Representation and promotion of CID with other organisations and public bodies, including management of external relations.

9.4 Audit Committee

The Board should appoint an Audit Committee. The responsibilities and composition of the Audit Committee should comply with best practice in corporate governance.

9.5 Executive Board

Consideration should be given to the appointment of an Executive Board or an Executive Management Board. The Executive Board would be chaired by the Chief Executive and include the members of the senior management team, including the heads of the various units under the CID umbrella. The Executive Board would deal with operational management issues, would provide a forum for co-operation and coordination, and would offer a conduit for communication between the main Board and senior management.

9.6 Property

When the property review has been concluded, the Board should make decisions about the location of the various facilities proposed in this report, based on assessment of the most effective use of all available resources. There is a strong argument in favour of locating all facilities in Cabra. The advantages would include

- There is sufficient space available in Cabra to accommodate all of the facilities proposed.
- The outdoor facilities already available in Cabra would complement the indoor facilities in a new sports hall and community centre.

- There would be additional advantages and synergies to be gained in terms of an enriched community environment for Deaf people of all ages, potential for broader interaction, access to education and development services, and sharing of facilities and resources.
- Centralisation of Dublin based facilities and services in Cabra would free up valuable properties in Drumcondra and Brewery Road, creating the possibility of utilising the value of these properties to provide funding for new facilities.

The enriched community environment would be further enhanced if all organisations working on behalf of Deaf people were to have accommodation facilities in Cabra. This would facilitate interaction between Deaf people and the organisations working on their behalf, and between the organisations themselves. If all of these facilities are located in Cabra, it would be important to build in opportunities for regular participation and interaction with hearing people.

While substantial funds could be realised from disposal of CID properties, it is unlikely that such funds would be sufficient to provide all the facilities that will be required. In any event, funding will be required to support the ongoing operations of CID. The Government has primary responsibility for provision of all these services, and it also has primary responsibility for funding them. The availability of CID resources should not be allowed to diminish the Government's responsibility in this respect, either for capital funding or for operational funding.

9.7 Proposals

9.7.1 The composition of the Board should be reviewed and the Articles of Association should be changed to facilitate the appointment of a new Board for CID.

9.7.2 It is proposed that there should be eleven members on the new Board, including the Chairperson, the Chief Executive and nine non-executive Directors. Selection of non-executives should be influenced by the following considerations

- there should be strong representation of Deaf people on the Board and in any event a minimum of four Deaf people at any given time
- there should be at least one parent of a Deaf child on the Board
- there should be at least three members of the Board who have experience of working at chief executive level or equivalent in either the public or private sector
- the composition of the Board should facilitate development of working partnerships with other organisations working on behalf of Deaf people
- the composition of the Board should facilitate development of dialogue with Government Departments and Statutory Bodies.

- 9.7.3 Immediate priority should be given to the appointment of a full-time Chief Executive.
- 9.7.4 The Board should appoint an Audit Committee. The responsibilities and composition of the Audit Committee should comply with best practice in corporate governance.
- 9.7.5 Consideration should be given to the appointment of an Executive Board.
- 9.7.6 When the property review has been concluded, special consideration should be given to locating all facilities in Cabra.
- 9.7.7 CID should offer accommodation facilities in Cabra to the other organisations working on behalf of Deaf people.

10. The Way Forward - Implementation

The proposals in this report provide a blueprint for the future development of CID and for its role in working with and serving the needs of Deaf people. Successful implementation of proposals will present CID, and indeed the broader Deaf Community, with a major challenge extending over a number of years. However, some of the strategic issues identified will require immediate attention. If this report and its proposals are accepted, an action plan should be put in place immediately to prioritise initiatives and to commence implementation.

The following are the immediate priorities to be addressed

- 10.1 Initiate an immediate review of the Memorandum and Articles of Association to facilitate the changes proposed in the composition of the Board of CID.
- 10.2 Appointment of a new full-time Chief Executive for CID.
- 10.3 Initiate immediate discussions with other organisations working on behalf of Deaf people with a view to establishing broad agreement to the general thrust of this report, including the establishment of a Policy Forum, a common policy platform, and commitment to working in partnership to achieve a set of shared objectives and to implement an agreed action plan.
- 10.4 Working in partnership with the other organisations working on behalf of Deaf people, initiate contact with the relevant Government Departments and Statutory Bodies with a view to progressing the common policy platform.

It will be essential to maintain continuing communication and consultation with all interested parties throughout the implementation process.

Appendix 1**Summary of Feedback****Introduction**

The consultation programme extended to a wide range of people and a diverse range of perspectives, including Deaf people and hearing people, current and former staff in various roles in CID, current and former students of the Deaf schools, parents of Deaf children, members of various Deaf Associations, some public sector staff, and some others involved in Deaf education. Most of these were consulted on a one-to-one basis but some group meetings were also held. A full list of meetings is included in Appendix 2. In addition, a small number of people made short written submissions.

The initial focus of the one-to-one meetings was on getting an understanding of people's views about the review, about the role of CID, about the issues and priorities to be addressed and ultimately, about the outcomes they wanted to emerge from the review. Many of the meetings also provided valuable background information about aspects of the history, development, operation and organisation of CID, about the Deaf schools, and about Deaf issues generally, sometimes illustrated by reference to the individual's own experiences. Ultimately discussions focused on the issues of most importance to each individual.

Some of those consulted were sceptical about the review and about the reasons or motives for undertaking the review. Some were sceptical about the potential of the review to deal with issues and deliver tangible outcomes. Some were critical about CID, and/or about various matters to do with the Deaf schools, and/or about Government Departments, and/or about public policies, support services, information services etc. Scepticism and criticism was almost always expressed in a reasoned, balanced and constructive manner.

Overall there has been a broad welcome for this review. All of those approached gave generously of their time. They were very open in expressing their views, providing their own perspectives on the various issues to be addressed, and discussing important elements of their own vision for the future.

A summary of the main specific points raised is provided below.

CID

Many of those consulted were critical of CID. It has not been an open and transparent organisation. Many were critical of this and admitted that they really knew very little about CID or about how it operates. Some acknowledged that CID does some very good work, but that because it does not communicate well this can go unnoticed. Some spoke about the importance for Deaf people of the role of the chaplaincy. Many were critical of CID for not being a more proactive organisation.

The criticisms have been acknowledged by CID, and CID has also acknowledged the need for a more proactive approach, more effective communication and greater participation of Deaf people in its affairs.

Public Policies and Public Services

Strong criticisms and concerns expressed about lack of vision, minimalist policies, and fragmentation of services.

Serious concerns about lack of a comprehensive information and expert advisory service for parents of Deaf children (over 90% of Deaf children are born to hearing parents who are encountering these issues for the first time)

Need for early screening, intervention and support system

Criticisms of audiology services – under resourced. Need for educational audiologists.

Criticisms of concentration on medical aspect of deafness

Serious concerns about policy of mainstreaming – not being properly resourced; anecdotal evidence of problems for some Deaf children, including ‘social isolation’; strong criticism of the lack of any objective evaluation of mainstreaming policy and of its impact on Deaf children

Serious concerns about the visiting teacher service – has become a generic service. How many are specialists in Deaf education? How many are fluent in sign language? How well resourced is the service?

Serious concerns about the future of the Schools for the Deaf – vitally important that they are maintained and developed.

Many of those consulted emphasised the importance of partnership and co-operation between all the organisation involved in working on behalf of Deaf people.

The Deaf Community

In addition to the feedback summarised above, the following points of direct relevance and importance for the Deaf Community were raised by Deaf people and/or by parents of Deaf children.

Importance of Irish Sign Language and Deaf culture in the lives of Deaf people – communication, identity, confidence (need for active promotion of ISL)

Importance of Irish Sign Language in education and development of Deaf children

Anecdotal feedback about the introduction to sign language ‘opening up a whole world of communication’ for Deaf children

Importance of participation of Deaf people in decisions about matters that concern them

Self sufficiency of Deaf people if given the opportunity – importance of empowerment

More participation by Deaf people in the affairs of CID

More information about CID and better communication between CID and Deaf people and Deaf associations

More proactive role required of CID in promoting the interests of Deaf people

Need for more vibrant Deaf Club

- more broadly based participation
- better use of facilities – range of social, cultural, educational activities suggested
- sports facilities
- youth club
- better facilities – more ‘socially friendly’ facilities for younger members – physical environment, sports facilities, canteen, coffee shop, internet café, bar (mixed views) etc
- need for staffing to support voluntary work

Structures to facilitate participation of Deaf people in planning and decision making about the facilities

More employment of Deaf people at all levels and in the provision of services

Deaf community very dispersed eg: St Joseph’s House in Stillorgan out of the way of most Deaf people

Limited influence of Deaf Community on public policy

CID not proactive enough on behalf of the Deaf Community – should be using its influence to promote the interests of Deaf people – should be more proactive in promoting Irish Sign Language

Criticisms of CID in the past and criticisms about its lack of openness and transparency. Need for demonstration of ‘a more caring face’

Several people spoke positively about the importance of the role of the chaplaincy service

Criticisms of public policies

Critical of the decision to disband the Advisory Committee in the Department of Education

Some Deaf people very critical of the lack of co-operation on Deaf issues and emphasised the need for a constructive working relationship between the various organisations involved in working on behalf of Deaf people,

Teachers and Care Staff

The following were the main points raised at meetings with the teachers and care staff in the Schools for the Deaf.

Role of CID viz a viz the Schools for the Deaf?

Role for Schools for the Deaf viz a viz mainstream schools?

Distinctive role and contribution of Schools for the Deaf

Need for research and evaluation of relative benefits of mainstream schools and Schools for the Deaf

Concerns about falling numbers in Schools for the Deaf

Concerns about under resourcing generally

Services for multi-disabled Deaf children

Concerns about lack of information about plans

Importance of co-operation and coordination of services

Questions raised about amalgamation / integration of the schools

Criticisms about poor communication from CID – seen as aloof – needs to be more open

Concerns about Deaf children after they leave school – challenges, development opportunities, need for more structured support, etc

Scepticism about public policy makers

Appendix 2**List of Meetings**

One-to-one meetings were held with the people listed below. Follow-up meetings were held in a number of instances.

* Members of the Steering group are marked with an asterisk.

Sr Andrea	Former Trustee and Director of Care, St Mary's
Fr Paul Boland	Former Chairman, CID
Kevin Bonner	Chair, Board of Management, St Joseph's
Leo Booth	Chair, Board of Management, St Mary's (Former CEO, CID)
* Maura Buckley	Board Member, CID
* John Bosco Conama	Chairperson, Irish Deaf Society
Anne Coogan	Chairperson, Signlink
Sarah Craig	Research Officer, NCSE
Brian Crean	Model School for the Deaf Project
* Fr Michael Cullen	Chairman of the Board of CID
Mary Duggan	Parent Member of Board of Management, St Mary's
Fergus Dunne	Irish Deaf Society
Stan Foran	Dublin Deaf Association
Barry Glennon	Parent Member of Board of Management, St Mary's
Seán Herlihy	Teacher, St Joseph's
* Fr Joe Jones	National Chaplain, CID
* Niall Keane	Chief Executive, NAD
* Dick Kearns	Chief Executive, CID
Lorraine Leeson	Director, Centre for Deaf Studies
Sharon Lennon	Home School Liaison, St Joseph's
Sr Lydia	Director, Audiology Clinic
Con Lynch	Secretary, Dublin Deaf Association
Catherine McArdle	Parent
Noel McArdle	Parent Member of Board of Management, St Joseph's
Patrick McDonnell	Acting Director, Centre for Deaf Studies
Máire Ní Mhaoilmhichíl	Visiting Teacher
Sheelagh Murtagh	Child Welfare and Development Officer, CID
Sylvia Nolan	Director of Care, St Mary's

Sandra O'Brien	National Association for Deaf People
Regina O'Connell	Principal, St Mary's
Amy O'Shea	Project Officer, Deaf Needs Assessment, Trinity College
Val Quinn	Principal, St Joseph's
Eric Ryan	Director of Care, St Joseph's House
Helena Saunders	Handwords
Martin Shiel	Department of Education
Kevin Stanley	Programme Development Manager, Irish Deaf Society
Susan Whelan	Chairperson, IDYA
Tim Wilson	Director of Care, St Joseph's

Group meetings were held with the following

Care Staff, St Joseph's
Care Staff, St Mary's
Dublin Deaf Association
Members of Student Council, St Joseph's
Officers of Irish Deaf Youth Association
Parents Association, St Joseph's
Teachers, St Joseph's
Teachers, St Mary's

Appendix 3**Documentation Reviewed**

Note: Not all of the documentation listed below has been published and so may not be publicly available. Some of the documentation has been made available on a confidential basis.

Memorandum and Articles of Association of The Catholic Institute for the Deaf

The Education of Children who are Handicapped by Impaired Hearing – Report of a Committee appointed by the Minister for Education (Government Publications) 1972

Review of Organisation and Work of the Catholic Institute for the Deaf – Report of an Internal Working Party – 1981

Contact – The Magazine for the Deaf – Bound Volume of past issues (April 1979 to February 1983)

The Catholic Institute for the Deaf – Booklet published to mark the official opening of St Vincent's Centre for the Deaf, 1991

Report of the Special Education Review Committee (Government Publications) 1993

Study on the Dublin Schools for the Deaf – Final Report – Ethna Swan – 1994

The Salamanca Statement and Framework for Action on Special Needs Education, 1994.

The Educational Integration of the Deaf – Final report of Helios Group 6 (Thematic Group No. 6 of Helios) 1996

Bilingual Education for Deaf Children – Best Option for the Future? – Seminar Papers (Irish Deaf Society) 1997

Irish Sign Language Our Language Our Culture – Conference Papers (Irish Deaf Society) October 2001

Is there Poverty in the Deaf Community – John Bosco Conama and Carmel Grehan (Irish Deaf Society)

Education for Persons with Special Educational Needs Act, 2004

You Have to be Deaf to Understand ... an Interim Report on the Irish Ex-Mainstream Deaf Experience – Julianne Gillen (Deafward) 2004

Deaf Studies in Ireland: An Introduction – Patrick McDonnell (Ed) (Douglas McLean) 2004

Language Planning Issues Pertinent to Intervention with the Young Deaf Child - Robert Fourie – Journal Article (Oideas) Spring 2005

The Advisory Group on the Education of Deaf and Hard of Hearing People – general documentation including submissions from the following bodies

Centre for Deaf Studies
Irish Deaf Society
National Association for Deaf People

UNESCO Statement on Education Article 17 – Sixth session of the UN General Assembly’s Ad Hoc Committee on a Comprehensive and Integral Convention to Promote and Protect the Rights and Dignity of Persons with Disabilities , August 2005, UN Headquarters, New York

Deaf Needs Analysis (DNA) Project Proposal – TCD Student Disability Services, 2005

Department of Education and Science – various documents and circulars re Visiting Teacher Service, National Council for Special Education and related matters

Brochures, papers, discussion drafts and documents on various topics received from the Irish Deaf Society and the National Association for Deaf People

Various brochures, leaflets, videos and CD’s.

Recent issues of Irish Deaf Journal