

**AUDITOR GENERAL'S DEPARTMENT
ACTIVITY-BASED AUDIT REPORT
CHILD DEVELOPMENT AGENCY (CDA)**

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Executive Summary

The Child Development Agency (CDA) is an Executive Agency under the Ministry of Youth and Culture. The Agency is responsible for providing a stable and nurturing living environment for children who are in need of care and protection. Two of the strategic objectives of the CDA are to ensure the safety, security, growth and development of children and young people in the care of the State, and to ensure quality service delivery through staff empowerment, processes and systems modernization.

The audit was conducted to determine whether the CDA was effectively and efficiently monitoring childcare facilities to ensure that operations and service delivery were in compliance with the Child Care and Protection Act, 2004, the Child Care and Protection Regulations, 2007 and CDA's Guidance and Standard of Care for childcare facilities.

The key findings are outlined in paragraphs 1 to 8.

Key Findings

Oversight and Reporting Responsibilities

- 1. Childcare facilities operated for periods up to 24 months without the requisite licences.** Under the Children's Homes Regulations, 2007, children's homes are required to submit an application for licence along with certain documents. These include a police certificate of clearance, medical certificate; food handlers' permit for the operator and employees, and a report from the Jamaica Fire Brigade (JFB) stating that all the premises were inspected and are safe for use. At the time of the audit 35 of the 48 privately operated childcare facilities were operating without the required licence for periods up to 24 months. CDA explained that they had received 41 applications for renewal of licences but they were awaiting the finalisation of an audit that was commissioned in December 2012, to inform the approval process for the licences. CDA further stated that the audit identified certain deficiencies at some of the homes. CDA has since advised that the deficiencies at some homes have been corrected, 32 licences have been renewed.
- 2. CDA's Oversight Advisory Council not in place.** Section 5(1)(b) of the Executive Agency Act requires the establishment of an Advisory Board to advise the Chief Executive Officer in the strategic and business planning responsibilities of the Agency. In addition, Section 85(1) of the Child Care and Protection Act, 2004 requires the appointment of an Advisory Council to ensure that the operations of all childcare facilities conform to the Child Care and Protection Act and Regulations, and the relevant standards of care for Childcare facilities. We observed that although the Advisory Board was established an Advisory Council was not appointed, and the Board of Visitors was only appointed on November 3, 2014. The Board of Visitors should conduct inspections at children's homes and report their findings to the Advisory Council, and submit annual reports to the portfolio Minister. CDA has advised that the scope of its Advisory Board would be expanded to act as a national body with coordinating and reporting responsibilities for the Board of Visitors. CDA further stated that they had written to the

Permanent Secretary, Ministry of Youth and Culture and the chairman of the CDA Advisory Board with respect to the Advisory Council and the requirements for its establishment and was awaiting a decision.

- 3. CDA not preparing the required reports on its performance and the operations of childcare facilities on a timely basis.** CDA was not consistently fulfilling its reporting responsibilities to ensure timely reviews of its performance and the operations of childcare facilities. At September 2014, we found that CDA did not prepare annual reports for the last four financial years, 2010-11 to 2013-14.
- 4. CDA has qualified and competent officers to monitor the operations of childcare facilities and monitoring has improved though the targets were not met.** We noted that CDA's monitoring officers possessed the relevant qualifications, experience and competence to undertake their functions. Additionally, between 2012 and 2014, monitoring officers attended 10 courses that were consistent with their job functions to provide continuous professional development, in order to improve their performance and service delivery (Figure 4). CDA had six officers to monitor the 57 childcare facilities, 48 privately operated and 9 state-owned (Figure 5). Our analysis of CDA's monitoring forms show that monitoring officers were not making the required number of visits at state-operated childcare facilities. In 2011, monitoring officers made 80 (63 per cent) of the targeted 128 visits to 8 state-operated childcare facilities. In 2012 and 2013, we observed major improvements in the number of visits as monitoring officers were able to achieve 83 and 91 per cent of the targets respectively. Monitoring officers achieved 78 per cent of targeted visits in the first six month of 2014 (Figure 6).
- 5. There was no evidence that CDA was routinely reviewing educational materials in children's homes.** Section 15 of the Child Care and Protection (Children's Homes) Regulations, 2007, places the responsibility on the childcare facilities to obtain the approval from the Minister in respect of educational programmes conducted in the facilities. It is the responsibility of monitoring officers, during their routine visits, to conduct a review and assessment of the educational programmes, to ensure that the programmes are consistent with those approved by the Minister and to report any substantial deviation from the approved curriculum. We reviewed 142 monitoring checklists from 20 childcare facilities, between 2011 and 2014, and found no indication on 113 checklists that monitoring officers conducted any assessment or review of the educational programmes at these facilities. The absence of such reviews could contribute to the use of inappropriate and unauthorised teaching materials in childcare facilities.
- 6. Most childcare facilities met the caregiver to child ratio.** We reviewed the monitoring reports for the period January to June 2014 and found that five of the nine state-owned childcare facilities were operating within the prescribed caregiver/child ratio. The standard ratio ranged between one caregiver to 15 children. CDA did not provide the reports for the other four facilities, despite our requests. In addition, our analysis of the 37 monitoring reports for privately operated facilities revealed that 30 were operating within the standard ratio while seven were operating above the standard ratio. The CDA monitoring officers were not allowed access to one facility. Conversely, the CDA did not present monitoring reports for the other 13 facilities.

Recommendations

In order to strengthen the overall monitoring and oversight framework of childcare facilities, CDA and the portfolio Ministry should consider adopting the following recommendations:

1. CDA should institute appropriate systems that require operators of childcare facilities to submit their renewal applications prior to the expiry of their current licence. This would allow CDA sufficient time to conduct the necessary investigations, and renew the licences on a timely basis to prevent Childcare facilities from operating without a licence.
2. We encourage CDA to follow up the issue of the establishment of the Advisory Council with the relevant authority so that this critical oversight function is instituted to ensure that the operations of all childcare facilities conform to the Child Care and Protection Act and Regulations. CDA should also ensure that their monitoring officers have full access to all childcare facilities, including taking legal action where necessary.
3. CDA was not consistently reporting on the operations of childcare facilities. CDA should ensure that all annual reports and quarterly operational reports are completed and submitted to the portfolio Ministry so that the operations of childcare facilities and the functions of CDA can be assessed and appropriate policies implemented to create an atmosphere within which transformation of children in childcare facilities can achieve their full potential in a safe and nurturing environment.

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Part One

Introduction

Background

1.1 The Child Care and Protection Act, was enacted in 2004 to strengthen protection for children. The Act was supported by the establishment of the Child Development Agency (CDA) with the merger of the Child Support Unit, the Children Services Division and the Adoption Division. CDA, an Executive Agency, is responsible for providing a stable and nurturing living environment for children who are in need of care and protection. CDA falls under the Ministry of Youth and Culture. The strategic objectives of CDA are to:

- Safeguard children from becoming at risk through child rights advocacy and public education;
- Provide necessary and appropriate interventions for children who have been identified as at risk from neglect, abuse, trauma, disability or any other factor;
- **Ensure the safety, security, growth and development of children and young people in the care of the State;** and
- Ensuring quality service delivery through staff empowerment, processes and systems modernization.

Mission and Vision

1.2 The mission of CDA is to provide care and protection beyond limits to our nation's children through love, advocacy, education, rehabilitation and family support because we are committed to valuing our children, their families and our team members. Further, CDA through its vision statement, aims to be an extraordinary agency in providing an atmosphere within which transformation of our children, family and team members occurs, allowing them to reach their full potential in a safe and nurturing environment.

Children's Homes

1.3 CDA is responsible to monitor the operations of all state-owned and privately operated childcare facilities, which consists of places of safety and children's homes. There are eight state-owned and 49 privately operated childcare facilities island wide. The management and delivery of services is decentralized across four regions – Southern, Western, North East and South East. As at June 2014, there were 2,090 children in childcare facilities; 1,745 in privately operated and 345 in state-owned facilities.

Audit Scope and Methodology

- 1.4 Our audit was planned and conducted in accordance with the Government Auditing Standards, which are applicable to Performance Audit and issued by the International Organization of Supreme Audit Institutions (INTOSAI). The planning process involved gaining a thorough understanding of the legislative framework that governs the operation of child care facilities. The audit examined whether CDA was effectively monitoring the activities of all childcare facilities so as to ensure the safety and development of wards in State care. We assessed whether the Agency was executing its monitoring role in line with related acts, standards and guidelines. The audit also focused on the agency's responsibility for the regulation of activities in the residential childcare facilities. Our assessment is based on the review of internal and external documents, interviews with senior management and staff, site visits, observations and analysis of information provided by CDA.

Part Two

Oversight and Reporting Responsibilities

CDA was not ensuring the timely renewal of Children’s homes licences

- 2.1** We found that CDA was not ensuring that privately operated childcare facilities were duly licensed under the Child Care and Protection Act 2004. Thirty-five of the 49 privately operated childcare facilities had operated without the required licence for the past two years. The licences expired between June and September 2012. We noted that one of these homes ceased operation as a residential childcare facility. We were not able to verify the status of the other 13 children’s homes, as CDA did not present copies of the licences granted to them. The Child Care and Protection Act, Section 47(1), mandates that no person shall establish or maintain children’s homes, except under a valid licence granted by the Minister. The Act excludes state-owned childcare facilities from this licensing requirement. Each licence specifies the terms and conditions for the operation of the homes. These include the maximum number of children the home is permitted to host, the age range and staff to child ratio.
- 2.2** Licences are valid for a period of three years; after which, operators of childcare facilities should submit an application, to CDA, for renewal. Under the Children’s Homes Regulations 2007, children’s homes are required to submit application for licence, along with certain documents. These include a certificate of clearance issued by the police and a medical certificate for the owner and employees, food handlers’ permit for employees, a report from the Jamaica Fire Brigade (JFB) stating that all the premises were inspected and was safe for use, operational plan detailing organizational structure, human resources policies and procedures, and budget. The required documents specified by the Regulation are detailed in **Figure 1**. The delay in ensuring that operators submit the relevant documents could prevent CDA from being aware of, for example, the criminal history records of operators and employees of childcare facilities in order to ensure the safety of wards. CDA informed us that the delay in the licensing of the facilities was as a result of the operators not submitting applications on time. However, we observed that CDA did not stipulate a specific timeframe, within which the operators should submit the required application.

Figure 1 Summary of documents to accompany application for a licence

- Three Referrals from any of the following - Justice of the Peace; Minister of Religion; Attorney-at-law; Resident Magistrate; Judge of the Supreme Court; Principal.
 - Police Certificate of clearance; medical certificate; food handlers permit and Job description for the operator and employees.
 - Operational plan detailing programmes and activities; sex, age group; and levels of development of the children proposed to be placed in the home; organizational structure; human resources policies and procedures; proposed budget; sources of funding; evidence of qualifications and training of the operator and employees.
 - Report from the Jamaica Fire Brigade stating that the premises have been inspected and reasonable provisions have been made for the prevention of fire and protection against the dangers of fire and other disaster.
 - An authorized Medical Officer stating that the premises have been inspected and are in compliance with the provisions of the Public Health Act.
 - An authorized officer of the local planning authority, stating that the proposed use of the premises does not contravene any of the provisions of the Town and Country Planning Act.
-

Source: Extracts from the Childcare Protection Regulations 2007

2.3 CDA received 41 applications between November 30, 2012 and August 22, 2013. We gleaned from a status report dated June 24, 2014, that 25 facilities had submitted all the required documents. However, we observed that CDA did not make any effort to visit these homes, within the prescribed 28 days after receiving a completed application, with a view to conducting an assessment of the facilities. Under the Regulations, CDA is required to make arrangements, within 28 days after receiving a completed application, to visit the proposed premises of the home, for the purpose of conducting an assessment. CDA is to notify the proposed operator of the home of the date, time and place for the operator to attend an assessment for the purpose of determining the applicant's suitability to operate a children's home. Subsequently, CDA informed us that 32 homes have now submitted all documents required and were recommended for licensing. In addition, we also found that four new children's homes did not submit the complete set of documents for licence. One of the four new facilities is operational. We found no evidence that CDA is making a determined effort to ensure that the facilities with outstanding documents comply with the requirement. CDA commissioned a comprehensive audit of the homes and the decision was taken to await the results of the audit to inform the renewal of licences. The audit was completed in September 2013.

CDA was not consistently reporting on its performance to the portfolio Ministry

2.4 CDA was not consistently fulfilling its reporting responsibilities to ensure timely reviews of its performance. At September 2014, We found that CDA did not prepare annual reports for the last four financial years, 2010-11 to 2013-14. In addition, CDA is required to prepare and submit quarterly operational reports to the portfolio Ministry. However, CDA was not consistent in preparing and submitting the quarterly operational reports. Subsequent to the audit, CDA informed us that the outstanding annual reports will be completed by September 2015 and that all quarterly reports have been submitted to the Ministry. CDA further advised that the portfolio ministry is kept abreast of the performance of the agency through quarterly reports presented to the Executive Management Meetings, which is chaired by the Permanent Secretary. However, if the requisite reports are not submitted on a timely basis it could prevent the oversight bodies from acting promptly to remedy any inappropriate activities within childcare facilities.

Oversight of childcare facilities not adequate

2.5 Two critical mechanisms to strengthen CDA's oversight framework for the monitoring of childcare facilities and reporting on deficiencies were not in place. CDA established an Advisory Board in accordance with Section 5(1)(b) of the Executive Agencies Act. The Board is responsible to advise the Chief Executive Officer in the strategic and business planning responsibilities of the Agency. However, we found that an Advisory Council was appointed in accordance with Section 85(1) of the Child Care and Protection Act 2004. Section 86(1) of the Act states that the duty of the Council, in its discretion, is to advise and report to the Minister on any matter which, in its opinion, affects the proper carrying out of the provisions and objects of the Act. The Advisory Council should also serve as an independent oversight body to ensure the operations of all childcare facilities conform to the relevant childcare regulations and standards of care. Section 12 of the Child Care and Protection Regulations

Part Two Oversight and Reporting Responsibilities

states, "Every member of the Advisory Council and every person duly authorized by the Minister may, at all reasonable times enter to visit or inspect any children's home; and upon any visit to, or inspection of a children's home record any observations on the management of such home in a book which shall be provided by the licensee for that purpose." In October 2014, CDA informed us that recommendations have been made to the portfolio Ministry for the establishment of the Advisory Council.

- 2.6** The oversight framework is further weakened as the CDA did not ensure that the Boards of Visitors was appointed as required by the Children's Homes Regulations 2007, to independently monitor the operations of childcare facilities. Section 11(1) of the Regulations states, "There shall be a Board of Visitors for each Children's Home consisting of such number of members appointed by the Minister for such period as shall be specified in the instrument of appointment." The Minister shall notify the licensee of any such appointment and of the persons so appointed. The Boards of Visitors are required to conduct inspections on the children's homes, in order to enhance CDA's monitoring functions and report on deficiencies encountered in the homes. Section 11(4)(b) states that the Board of Visitors is to report to the Advisory Council. Under the Regulations, the visiting members are authorized to, among other things:
- a. interview any child of the home, either alone or in the presence and hearing of a member of staff of the home;
 - b. hear and make enquiries concerning any complaint made to them by a child of the home;
 - c. report such complaint, with any remarks, to the Advisory Council and, if the visiting members think it appropriate, to the Minister;
 - d. enquire into any report they may receive as to the likelihood of injury to the mind or body of a child at the home and, in a case of urgency may recommend to the licensee such action as appears to them to be expedient; and shall, in every such case, report the circumstances thereof to the Advisory Council and, if the visiting members think it appropriate, to the Minister; and
 - e. observe and assess the state of the premises of the home and bring to the notice of the licensee any repairs, alterations or additions that may appear to them to be necessary.
- 2.7** Further, the visiting members shall be entitled to see any document or record of the home which relates to an investigation being carried out by them in respect of the home or a child thereof and shall make an annual report to the Minister.

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Part Three

Monitoring of Childcare Facilities

CDA has standards for the operation and monitoring of childcare facilities, but failed to conduct required reviews

- 3.1** CDA has developed a set of standards for the operations and routine monitoring of childcare facilities. These include documents for the Guidance and Standard of Care for childcare facilities, Guidance on the Management of Serious Cases/Critical Incidents in Child Care Facilities and a Routine Institution Monitoring Visits Practice Guidance. Operators and managers of childcare facilities are to ensure that their operation and service delivery are in compliance with the Guidance and Standard of Care for Childcare facilities. The Guidance on the Management of Serious Cases/Critical Incidents in Child Care Facilities details the steps to be followed by caregivers and monitoring officers in caring for children in childcare facilities and reporting critical incidents. The Routine Institution Monitoring Visits Practice Guidance sets out the basic guidelines regarding the quantity, frequency and category of visits to be made to childcare facilities, and also stipulates the method and timelines for conducting field investigations, report preparation and submission. Monitoring officers are required to complete a Check list for Routine Monitoring of Residential Child Care facilities, during their visits and also assess compliance with the guidance and standards of care.
- 3.2** CDA's Routine Institution Monitoring Visits Practice Guidance states that an overall review of the childcare programme inclusive of instruments, the practice guidance and associated material such as the standards of care in residential child care facilities, is to be done every three years. We found however, that the standards and guidelines were last revised as far back as 2004. The Guidance and Standard of Care for Childcare facilities, the Routine Institution Monitoring Visits Practice Guidance and Checklist for Routine Monitoring of Residential Child Care facilities were last revised in 2010; while, the Guidance on the management of Serious Cases/Critical Incidents in Child Care facilities was last revised in 2004 (**Figure 8**). The CDA informed us that a review of the standards was slated to occur in August 2013; however, a decision was taken to postpone the review pending the completion of an annual audit of the residential childcare facilities. CDA noted that the findings from this audit would assist in guiding the review of the standards. The audit was completed in September 2013. However, CDA noted that the review of the standards would be completed in February 2015.

Figure 8 Standards for the operation and monitoring of childcare facilities

Standards/Guidance	Revised	Purpose
Guidance and Standard of Care for Childcare facilities.	July 2010	Operators and managers of childcare facilities are to ensure that their operation and service delivery are in compliance with the framework.
Routine Institution Monitoring Visits Practice Guidance	March 2010	Sets out the basic guidelines regarding the quantity, frequency and category of visits; the method and timelines for conducting field investigations, report preparation and submission.
Check list for Routine Monitoring of Residential Child Care facilities	September 2010	Completed by the monitoring officers during the visits of the facilities to assess compliance with the guidance and standards of care.
Guidance on the Management of Serious Cases/Critical incidents in Child Care Facilities	January 2004	Steps to follow by caregivers and monitoring officers in caring for children in childcare facilities and reporting critical incidents.

Source: AuGD analysis of number of monitoring officers to childcare facilities

Monitoring officers are qualified and are being exposed to relevant childcare training

3.3 We observed that CDA’s monitoring officers possessed the relevant qualifications, experience and competence to undertake their functions. Monitoring officers are required to hold a Bachelor of Science degree in Social Work or a First degree in a related discipline, either Counselling, Psychology or equivalent, with a minimum of five years experience in the area of child welfare. Monitoring officers were also exposed to relevant training to improve their competence, performance and service delivery. Between 2012 and 2014, monitoring officers attended 10 courses that were consistent with their job functions. The training courses completed by monitoring officers are shown in **Figure 9**.

Figure 9 Training courses completed by monitoring officers 2012-14

No.	Course Title	Year
1	Accredited Play Therapy	2012
2	Nathan Ebanks Disability Conference	2012
3	Darkness to light – Child Abuse Training	2012
4	Child Participation Special Meetings	2012
5	JASW Conference	2012
6	Roles and Responsibilities of Children’s Officer re CCPA ¹ 2004	2013
7	Drug Abuse	2013
8	Roles and Responsibilities of Children’s Officer re CCPA 2004	2014
9	Roles and Function of Monitoring Officers	2014
10	Grief & Bereavement Skills	2014

Source: CDA - Training Unit

Only five monitoring officers assigned to conduct routine monitoring of 57 childcare facilities

3.4 CDA’s Routine Institution Monitoring Visits Practice Guidance requires monitoring officers to make announced and unannounced visits daily, nightly and on weekends to all childcare facilities to conduct special assignments. These include training sessions, group and individual sessions with children and investigate critical incidents. In addition to these responsibilities, we observed from the monitoring officers’ job description that they are also required to, among other things, monitor activities of service delivery, review systems and procedures, and initiate and implement improvements where necessary, assist with planning and skills development, and assess applications for licences. Monitoring officers are also required to attend board and committee meetings and conduct meetings with management and staff of the various facilities.

3.5 However, we observed that CDA only had a complement of five officers to execute these functions at the 60 childcare facilities. The five monitoring officers were assigned to four regional offices, two in the south east region, and one each in the other three regions. We assessed the ratio of the number of monitoring officers to childcare facilities per region and found that the western region had a ratio as high as one monitoring officer to thirteen facilities; the southern and south east regions had a ratio of one monitoring officer to twelve and fifteen facilities, respectively; while the north east region had

¹ CCPA - Child Care and Protection Act

a ratio of one to three **Figure 10**. CDA informed us that it requested budgetary support for additional monitoring officers, but the requests were not approved.

Figure 10 Monitoring Officers serving Childcare Facilities

Regions	Private Facilities	State-owned Facilities	Total Facilities	monitoring Officers	Ratio Officer: Homes
Southern	8	2	1	1	1:10
Western	9	3	1	1	1:12
North East	2	1	3	1	1:3
South East	30	2	32	3	1:1
Total	49	8	57	6	

Source: AuGD analysis of number of monitoring officers to childcare facilities

CDA increased the number of routine inspections of childcare facilities but has still not met the targets

- 3.6** CDA made some improvements in the number of routine inspections of childcare facilities, but did not achieve the established targets. Monitoring officers in the Southern, Western and North East regions were required to make monthly announced and unannounced visits to all assigned facilities regularly, at nights and on weekends. The officers in the South East region were mandated to make monthly visits to 50 per cent of the total number of facilities in the region. This, as it was deemed impractical for the two officers to make monthly visits to the 30 facilities in that region.
- 3.7** Our analysis of CDA’s monitoring forms show that monitoring officers were not making the required number of visits at state-operated childcare facilities. In 2011, monitoring officers made 80 (63 per cent) of the targeted 128 visits to eight state-operated childcare facilities. In 2012 and 2013, we observed major improvements in the number of visits as monitoring officers were able to achieve 83 and 91 per cent of the targets respectively. Monitoring officers achieved 78 per cent of targeted visits in the first six months of 2014. We found no records of any visits made to one of the homes in the first six months of 2014 (**Figure 7**). This home became operational in January 2014.

Figure 2 Analysis of targeted versus actual number of visits at state-operated places of safety and children’s homes

Facilities	2011		2012		2013		2014 (6 months)	
	Target	Actual	Target	Actual	Target	Actual	Target	Actual
1 Home 6	N/A	N/A	N/A	N/A	N/A	N/A	4	0
2 Home 3	24	13	24	23	24	31	12	13
3 Home 5	24	13	24	19	24	25	12	10
4 Home 7	8	7	8	7	8	4	4	4
5 Home 8	24	17	24	18	24	15	12	12
6 Home 4	24	20	24	19	24	20	12	11
7 Home 3	12	6	12	10	12	14	6	2
8 Home 2	12	4	12	10	12	8	6	1
Total	128	80	128	106	128	117	68	53
		63%		83%		91%		78%

- 3.8** Further, we analyzed the frequency of visits made by CDA monitoring officers to privately operated childcare facilities per region, between January 2011 and June 2014. In 2011, the two monitoring officers in the south east region completed a combined total of only 117 (36 per cent) of the targeted 324 visits to the 30 facilities in that region. The percentage of the actual visits when compared to the targets for 2012 and 2013 increased to 84 per cent in both years. This may be as a result of the addition of another monitoring officer. Within the first six months in 2014, 44 per cent of the targeted 180 visits were completed. The monitoring officer in the southern region completed 89, 95 and 64 per cent of the yearly target of 80 visits in 2011, 2012 and 2013, respectively. The officer completed 100 per cent of the targeted 40 visits for the first six months of 2014. (See [Appendix 1.](#))
- 3.9** For the Western Region, the monitoring officer completed 27 (42 per cent) of the targeted 64 visits in 2011. One of the facilities in that region was not inspected. The monitoring officer surpassed the targeted 64 and 72 visits in 2012 and 2013, respectively. Also, 83 per cent of the targeted visits was met by the officer in the first six months of 2014. In addition, the monitoring officer in the north east region completed 67, 65 and 71 per cent of the annual target of 48 visits in 2011, 2012 and 2013 respectively. No data was provided to show that the officer inspected any of the two homes in the region within the first six months of 2014. The detail of our analysis is shown in tables one to four in [Appendix 1.](#)

There is no evidence that CDA is routinely reviewing educational materials in children’s homes

- 3.10** Section 15 of the Child Care and Protection (Children’s Homes) Regulations, 2007, places the responsibility on the childcare facilities to obtain the approval from the Minister in respect of educational programmes conducted in the facilities. Section 15 2(b) also states that “any *substantial deviation from the approved curriculum is entered in the daily journal and a notification thereof is sent forthwith to the Minister.*” It is the responsibility of monitoring officers, during their routine visits, to conduct a review and assessment of the educational programmes, to ensure that the programmes were consistent with those approved by the Minister and to report any substantial deviation from the approved curriculum.
- 3.11** We reviewed 142 monitoring checklists from 20 childcare facilities, between 2011 and 2014, and found no indication on 113 checklists that monitoring officers conducted any assessment or review of the educational programmes at these facilities.

Most childcare facilities met caregiver to child ratio and no signs of abuse in latest monitoring reports

- 3.12** We reviewed the monitoring reports for period January to June 2014 for five state-owned childcare facilities and noted that all five childcare facilities were operating within the prescribed caregiver/child ratio ([Figure 7](#)). CDA did not provide the reports for the other three facilities. In addition, our analysis of the 37 monitoring reports, as shown in [Appendix 2](#), revealed that 30 privately operated children’s homes were operating within the prescribed ratio. Seven were operating above the standard ratio, while CDA monitoring officers were not allowed access to one facility. CDA did not present monitoring reports for the other 11 facilities.

Figure 3 Caregiver/child ratio at state-owned childcare facilities

Institutions	Visit Date	Standard	Actual
1 Home 1	20.02.14	1:10	1:7
2 Home 2	26.03.14	1:15	1:2
3 Home 3	15.01.14	1:15	1:4
4 Home 4	13.01.14	1:15	1:5
5 Home 5	10.01.14	1:10	1:10
6 Home 6	Not presented	1:15	Not assessed
7 Home 7	Not presented	1:15	Not assessed
8 Home 8	Not presented	1:15	Not assessed

Source: AuGD analysis of information obtained from CDA monitoring reports between January 2014 and March 2014

3.13 We also noted that CDA’s monitoring reports showed that there were no signs of children being abused, neglected or involved in child labour at six state-owned and 37 privately-operated childcare facilities (Figure 9 and Appendix 2).

Figure 4 No sign of abuse, neglect or involvement in child labour

State-operated Places of Safety	Visit Date	Report Observations					
		Sings/Incident of		Signs of Children’s involvement in work			
		Abuse	Neglect	Off-ground work	RCCF Commercial venture	work during normal school hours	
1 Home 1	20.02.14	no	No	no	No	no	
2 Home 2	26.03.14	no	No	no	No	no	
3 Home 3	15.01.14	no	No	no	No	no	
4 Home 9	20.02.14	no	No	no	No	no	
5 Home 10	07.02.14	no	No	no	No	no	
6 Home 5	10.01.14	no	No	no	No	no	

Source: AuGD analysis of information obtained from CDA monitoring reports

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Appendices

Appendix 1: Analysis of visits to childcare facilities January 2011- June 2014

Table 1 South East Region

No	Facilities	2011		2012		2013		2014 (6 months)	
		Target	Actual	Target	Actual	Target	Actual	Target	Actual
1	Home 9	12	6	12	10	12	11	6	2
2	Home 10	12	3	12	12	12	9	6	3
3	Home 11	12	7	12	9	12	10	6	0
4	Home 12	0	0	12	8	12	10	6	0
5	Home 13	12	0	12	12	12	8	6	1
6	Home 14	12	2	12	10	12	10	6	1
7	Home 15	12	3	12	12	12	7	6	1
8	Home 16	12	4	12	9	12	12	6	6
9	Home 17	12	6	12	10	12	13	6	5
10	Home 18	12	5	12	9	12	12	6	5
11	Home 19	12	3	12	12	12	7	6	1
12	Home 20	12	5	12	10	12	12	6	5
13	Home 21	12	2	12	10	12	11	6	2
14	Home 22	12	4	12	12	12	14	6	5
15	Home 23	12	6	12	8	12	12	6	4
16	Home 24	12	3	12	12	12	7	6	0
17	Home 25	12	5	12	9	12	13	6	5
18	Home 26	12	3	12	11	12	9	6	3
19	Home 27	12	5	12	10	12	12	6	3
20	Home 28	12	5	12	9	12	12	6	4
21	Home 29	12	4	12	10	12	12	6	5
22	Home 30	12	3	12	9	12	12	6	6
23	Home 31	12	5	12	12	12	11	6	2
24	Home 32	12	6	12	9	12	12	6	2
25	Home 33	12	3	12	6	12	7	6	1
26	Home 34	12	6	12	10	12	12	6	3
27	Home 35	12	5	12	11	12	12	6	3
28	Home 36	12	8	12	10	12	11	6	1
29	Home 37	0	0	0	0	12	2	6	1
30	Home 38	0	0	0	0	12	0	6	0
Sub-Total		324	117	336	281	360	302	180	80
Percentage			36%		84%		84%		44%

Table 2 Southern Region

No.	Facilities	2011		2012		2013		2014 (6 months)	
		Target	Actual	Target	Actual	Target	Actual	Target	Actual
1	Home 39	24	19	24	20	24	13	12	12
2	Home 40	8	8	8	8	8	9	4	3
3	Home 41	8	8	8	7	8	2	4	4
4	Home 42	8	9	8	8	8	5	4	5
5	Home 43	8	8	8	8	8	6	4	5
6	Home 44	8	7	8	7	8	4	4	2
7	Home 45	8	6	8	8	8	4	4	6
8	Home 46	8	6	8	10	8	8	4	4
Sub-Total		80	71	80	76	80	51	40	41
Percentage			89%		95%		64%		100%

Table 3 Western Region

No.	Facilities	2011		2012		2013		2014 (6 months)	
		Target	Actual	Target	Actual	Target	Actual	Target	Actual
1	Home 47	8	3	8	11	8	12	4	4
2	Home 48	8	0	8	10	8	12	4	4
3	Home 49	8	4	8	8	8	8	4	4
4	Home 50	8	4	8	7	8	9	4	3
5	Home 51	8	3	8	12	8	15	4	5
6	Home 52	8	2	8	9	8	11	4	3
7	Home 53	8	5	8	11	8	13	4	5
8	Home 54	8	6	8	8	8	9	4	2
9	Home 55	0	0	0	0	8	1	4	0
Sub-Total		64	27	64	76	72	90	36	30
Percentage			42%		119%		125%		83%

Table 4 North East Region

No.	Facilities	2011		2012		2013		2014 (6 months)	
		Target	Actual	Target	Actual	Target	Actual	Target	Actual
1	Home 56	24	12	24	13	24	16	12	none
2	Home 57	24	20	24	18	24	18	12	none
Sub-Total		48	32	48	31	48	34	24	0
			67%		65%		71%		0%
Grand Total		516	247	528	464	560	477	280	151
			48%		88%		85%		54%

Appendix 2: Results of CDA monitoring reports – between January and June 2014

#	Institution	Visit Date	Staff/Caregiver Ratio			Signs/Incident of		Signs of Children’s involvement in		
			Standard	Actual	Adequate/ Not Adequate (Y/N)	Abuse	Neglect	Off-ground work	RCCF Commercial venture	work during normal school hours
1	Home 10	7.02.14	1:15	2:17	Y	no	no	No	no	no
2	Home 17	24.02.14	1:15	2:14	Y	no	no	No	no	no
3	Home 19	27.01.14	1:15	2:18	Y	no	no	No	no	no
4	Home 20	09.05.14	1:5	17:67	Y	no	no	No	no	no
5	Home 21	25.02.14	1:10	5:32	Y	no	no	No	no	no
6	Home 22	20.05.14	1:5	3:44	Y	no	no	No	no	no
7	Home 23	14.05.14	1:15	2:13	Y	no	no	No	no	no
8	Home 25	20.05.14	1:15	6:24	Y	no	no	No	no	no
9	Home 26	28.04.14	1:15	1:11	Y	no	no	No	no	no
10	Home 27	23.04.14	1:15	2:12	Y	no	no	No	no	no
11	Home 28	17.04.14	1:15	12:86	Y	no	no	No	no	no
12	Home 29	08.05.14	1:15	2:16	Y	no	no	No	no	no
13	Home 30	26.05.14	1:15	2:10	Y	no	no	No	no	no
14	Home 31	23.04.14	1:15	2:3	Y	no	no	No	no	no
15	Home 32	19.02.14	1:5	1:7	Y	no	no	No	no	no
16	Home 34	21.03.14	1:10	1:6	Y	no	no	No	no	no
17	Home 35	06.03.14	1:10	1:6	Y	no	no	No	no	no
18	Home 36	24.02.14	1:15	1:2	Y	no	no	No	no	no
19	Home 37	21.02.14	1:10	1:4	Y	no	no	No	no	no
20	Home 40	17.04.14	1:15	1:11	Y	no	no	No	no	no
21	Home 47	14.01.14	1:5	1:5	Y	no	no	No	no	no
22	Home 48	11.01.14	1:15	1:5	Y	no	no	No	no	no
23	Home 49	13.01.14	1:15	1:7	Y	no	no	No	no	no
24	Home 50	20.01.14	1:15	1:1	Y	no	no	No	no	no
25	Home 52	16.01.14	1:15	3:1	Y	no	no	No	no	no
26	Home 53	04.01.14	1:10	1:9	Y	no	no	No	no	no
27	Home 54	17.01.14	1:15	1:4	Y	no	no	No	no	no

Appendices

#	Institution	Visit Date	Staff/Caregiver Ratio			Signs/Incident of		Signs of Children's involvement in		
			Standard	Actual	Adequate/ Not Adequate (Y/N)	Abuse	Neglect	Off-ground work	RCCF Commercial venture	work during normal school hours
28	Home 9	20.02.14	1:10	1:7	Y	no	no	No	no	no
29	Home 57	25.02.14	1:15	1:5	Y	no	no	No	no	no
30	Home 56	04.02.14	1:5	1:5	Y	no	no	No	no	no
31	Home 13	20.05.14	1:15	1:24	N	no	no	No	no	no
32	Home 14	30.01.14	1:5	1:7	N	no	no	No	no	no
33	Home 15	07.03.14	1:5	1:6	N	no	no	No	no	no
34	Home 16	27.06.14	1:5	1:7	N	no	no	No	no	no
35	Home 18	28.05.14	1:5	1:13	N	no	no	No	no	no
36	Home 33	13.02.14	1:10	1:13	N	no	no	No	no	no
37	Home 51	04.01..14	1:5	1:10	N	no	no	No	no	no
38	Home 55	19.12.13 Access not allowed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed
39	Home 11	No report seen	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed
40	Home 12	No report seen	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed
41	Home 24	No report seen	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed
42	Home 38	No report seen	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed
43	Home 41	No report seen	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed
44	Home 42	No report seen	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed
45	Home 43	No report seen	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed
46	Home 44	No report seen	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed
47	Home 45	No report seen	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed
48	Home 46	No report seen	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed
49	Home 39		Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed