

# Council of Ministers: Independent Jersey Care Inquiry: Implementing the Citizens Panel Legacy Recommendations

## 1. Background

The Independent Jersey Care Inquiry recommended<sup>1</sup> that ‘some form of tangible acknowledgement’ should be created to remember and recognise those who were harmed by the failings of the Island’s historic care system. The previous Council of Ministers advised that recommendations for a permanent legacy should be developed by a Citizens Panel. An independently facilitated Citizens Panel, which included survivors from the Island’s historic care system, met over five days during May and June 2018 to consider how the Island should remember.

The recommendations made by the Citizens Panel<sup>2</sup> were presented to the Council of Ministers on 4 July 2018. The four high-level elements of the legacy (A memorial; Jersey Children’s Day; help and support for survivors; and an emblem), were accepted in principle by Ministers, who requested that a means of implementing the recommendations should be scoped and presented for their consideration in the autumn. The means of realising the legacy are set out below, with each of the four elements considered in turn.

## 2. Reconvening the Citizens Panel

Following the completion of their recommendations, members of the Citizens Panel indicated that they wished to continue their work and play an active part in taking them forward. The Panel’s ongoing involvement will ensure that the voice of survivors is integral to the implementation of the legacy.

Arrangements have been made to reconvene the Citizens Panel until July 2019. Holding these sessions will ensure that members of the Panel can be involved with: steering the commissioning process for the memorial and emblem; contributing to the development of Jersey Children’s Day; planning an annual act of remembrance; and the formation of appropriate support networks for survivors and their families.

The first ‘phase two’ Citizens Panel weekend was held on 3 and 4 November in order to update members regarding the scoping work undertaken during the summer and to test and refine the proposed approach to implementing the legacy, which is set out in this paper.

## 3. Legacy Element 1 – A Permanent Memorial

### *i. What will the memorial be?*

Although the recommendations made by the Citizens Panel set out a number of criteria that the memorial will need to meet, its final form is not specified. This stance is deliberate to avoid limiting artistic interpretation of the final design brief. Accordingly there is scope for the final memorial to be a sculpture, something functional (such as a fountain or seating design), or an intangible solution such as a lighting installation.

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<sup>1</sup> <https://statesassembly.gov.je/assemblyreports/2017/r.59-2017%20independent%20jersey%20care%20inquiry%20report%20%20-complete.pdf>

<sup>2</sup> <https://www.gov.je/SiteCollectionDocuments/Government%20and%20administration/Jersey%20Citizens%20Panel%202018%20-%20Final%20Report.pdf>

**ii. Commissioning Process**

The Citizens Panel recommended that proposals for a memorial should be submitted via an open competition. It is therefore envisaged that a competitive process would be launched to invite submissions in response to a detailed design brief. Pre-planning advice would be sought as an integral part of the selection process to mitigate the risk of the final design failing to secure planning permission.

Expert public art consultancy will be required to inform the creation of the memorial design brief, to act as a point of contact with artists and designers and to project manage the competitive process and construction phase. A suitably qualified external contractor has been identified and an estimate obtained for their services. Financial oversight of the memorial project would be undertaken in conjunction with the Corporate Procurement team to ensure compliance with Financial Directions.

The design brief and selection for procedure the memorial will be developed through a collaborative process involving members of the Citizens Panel, the Public Art consultant/project manager and key stakeholders in early 2019. It will be necessary to confirm both the location and funding for the memorial in order to complete the design brief.

The proposed approach to realising the memorial been informed by the successful process followed by the Parish of St Helier to commission, via an open competition, the new WW1 memorial in Parade Gardens to commemorate the Armistice Centenary in November 2018.

**iii. Financials**

It is recommended that [REDACTED] of public money (a sum equating to approximately [REDACTED] of the cost of the Independent Jersey Care Inquiry) is allocated to the realisation of the memorial. This will ensure delivery of a high-quality, permanent installation which fulfils the criteria specified by the Citizens Panel and meets the original recommendation made by the Independent Jersey Care Inquiry [REDACTED]

[REDACTED]  
[REDACTED]  
[REDACTED]

Once confirmed, details of the budget available for fabricating the memorial will be set out in the design brief to enable entrants to fully cost their proposals. The costs of ongoing care and maintenance of the completed memorial are anticipated to become the responsibility of the Department for Growth, Housing and Environment.

**iv. Site identification**

The Panel's requirements for the memorial stipulate that it should be: 'forever,' 'easily accessible to the public,' 'highly visible,' and 'located in a 'highly prominent position.' Following input from Officers from Strategic Policy, Performance and Population (SPPP) and the Department of the Environment, three potential site options were identified and discussed by the Citizens Panel on 3 and 4 November. These were as follows:

1. Royal Square (the only location specified in the Panel’s Recommendations)
2. [REDACTED]
3. [REDACTED]

After carefully considering these sites,<sup>3</sup> the Panel agreed the following statement:

[REDACTED]

**Statement from the Citizens Panel – 4 November 2018**

The Panel’s amendment to their original recommendation represents a recognition of the challenges associated with successfully siting a significant new memorial in Royal Square. However, the intention to: ‘...remind the Jersey government as the corporate parents,’ of how ‘children were failed in the care system,’<sup>4</sup> is retained through the proposal to [REDACTED]

[REDACTED] The next steps in relation to these sites are as follows:

**a.** [REDACTED]

**b.** [REDACTED]

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<sup>3</sup> NB: The Panel did not suggest or ask for any further sites to be investigated at this time.

<sup>4</sup> <https://statesassembly.gov.je/assemblyreports/2017/r.59-2017%20independent%20jersey%20care%20inquiry%20report%20%20-complete.pdf>

[REDACTED]

[REDACTED]

**v. Timescale**

The realisation of the memorial would ideally be timed to allow it to be unveiled and dedicated as part of Jersey Children’s Day observations. The earliest this would be feasible would be summer 2020. [REDACTED]

[REDACTED]

**4. Legacy Element 2 - Jersey Children’s Day**

**i. Overview and first observation**

Jersey Children’s Day (the Day) should be observed for the first time in 2019 and should have the following features:

- Be held annually
- Format and focus of the Day to be scoped by a dedicated steering group to include members of the Citizens Panel, children, young people and representatives from the public, private and voluntary sectors
- Design, delivery and coordination to be commissioned from an external partner
- Observed by all States Schools with support from CYPES and the Curriculum Council
- Exploration of age-appropriate learning about the Care Inquiry within the curriculum

**ii. Design, Delivery and Governance**

Jersey Children’s Day should not belong to any single States Department or community organisation but will need to be co-ordinated across the Island to enable children and young people to participate in every setting they access.

The initial recommendations made by the Citizens Panel set out the proposed aims, features and activities for Children’s Day. A steering group, to include members of the Citizens Panel, should now develop and refine the model for Jersey Children’s Day using an iterative process. By building on this model, schools and youth and community settings will be encouraged to establish their own approaches, activities

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<sup>5</sup> [REDACTED]

and traditions to observe the Day as a positive, celebratory and forward looking event.

It is recommended that the delivery and co-ordination of Children's Day is initially commissioned to one or more voluntary sector agencies, potentially in association with a private sector partner, for first observation in 2019. This contract could then be extended for four years to align with the duration of the forthcoming 2020 -2023 Government Plan. Locating delivery responsibility in the voluntary sector will facilitate fundraising activities, increase access to philanthropy and ensure Children's Day is not seen as the sole responsibility of Government.

A Children's Day planning workshop, to be led by the steering group, will be held in January 2019 to commence the development of a detailed scope and costing for the delivery of Children's Day 2019. This should include a mechanism for evaluating the success of the first Children's Day to facilitate future planning.

Once Children's Day is established, commissioning arrangements should be reviewed to determine if a dedicated Children's Day charitable entity should be created, or if a further contract is required. This review would also scope whether ongoing funding support will be required or if Children's Day has or could become financially self-supporting.

**iii. *Inclusion in the Jersey Curriculum***

An in-principle decision that all States schools will observe and participate in Jersey Children's Day was recently reached by the Curriculum Council, with a view to this being adopted as a CYPES policy. This agreement will ensure that all children and young people of compulsory school age have an entitlement to participate in Children's Day within States schools.

**iv. *Participation of children***

Jersey Children's Day must be co-produced with children and young people and not arranged for them. Their involvement in the planning and delivery of the Day will be essential to its success, credibility and impact. Sustained engagement with children and young people will contribute to Jersey's rights-respecting culture and progress towards incorporating UNCRC.

**5. Legacy Element 3 – Help and support for victims/survivors and their families**

There are three components to this element of the recommendation which the Citizens Panel said: 'must be done in conjunction with services that already exist.' These are considered in turn:

**i. *Opportunities for survivors and their families to come together***

The Jersey Care Leavers Association disbanded in 2017 in response to the publication of the Care Inquiry. This left Jersey without a formal organisation for care-experienced people. In April 2018, a voluntary sector organisation was commissioned to scope the creation of a network for and led by care-experienced people. This project is due to report in Q4 2018 and has already seen the formation of a new group known as 'Jersey Cares.'

Learning from the Jersey Cares scoping project was shared with the Citizens Panel on 3 November. Panel members were able to consider the model proposed and were invited to become involved or to stay in touch to hear more about its development.

The Panel will continue to explore specific opportunities for survivors to connect with and support one-another.

**ii. *Mental health service provision***

The Citizens Panel recommended that there should be: 'Mental health service provision for survivors and their families who continue to be affected by the trauma of their pasts.' This aspect of the legacy overlaps with Recommendation 8d of the Care Inquiry - 'Care for witnesses after the Inquiry.'

On 4 November, three Mental Health professionals from Health and Community Services met with the Citizens Panel to discuss the Panel's recommendations and to share information about recent service developments, including:

- Development of a 24/7 Mental Health Support Offer which will involve a variety of roles using both existing resource and a number of new posts creating a modern, flexible multiagency workforce which will offer sustainability moving forward;
- Recruitment of an additional Clinical Psychologist to support the delivery of Mental Health services;
- Development of a trauma-informed pathway which will embed this approach to clients' exposure to traumas such as Adverse Childhood Experiences (ACEs) within Jersey's Mental Health policy and practice.

In the Panel's January meeting they will consider whether or not these service developments meet their recommendations. [REDACTED]

[REDACTED]

**iii. *Provision of an 'independent advocacy' service***

Information about the support offered by the Citizens Advice Bureau (CAB) and other existing local advocacy services will be shared with the panel at their next meeting in January 2019.

**6. Legacy Element 4 – Emblem**

There is an opportunity to commission the legacy emblem as part of the competitive process to design the memorial. This would provide the most efficient solution to both design tasks and will consolidate input from the Citizens Panel. This approach will be explored with the Panel at the design brief workshop to be held in early 2019.

## 7. Estimated costings

Item	
Reconvening the Citizens Panel – five weekends between November 2018 and July 2019 <i>(NB: Contract now issued to preferred supplier to reconvene Citizens Panel)</i>	£43,000 (Delivery contract fees plus estimated local costs)
Creation of memorial including development of design brief and project management of competitive process and realisation phase	[REDACTED]
Design and delivery of Jersey Children’s Day	TBC
Help and support for survivors	TBC
<b>TOTAL</b>	[REDACTED]

## 8. Next Steps

The Council of Ministers is asked to consider the approach to implementing the legacy recommendations proposed by the Citizens Panel for which the next steps would be:

### i. Memorial and emblem

- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- Following confirmation of the site and budget, a design brief for the memorial will be developed in conjunction with the Citizens Panel in January, with a view to launching the competitive process by the end of February.

### ii. Jersey Children’s Day

In conjunction with the Citizens Panel, a Children’s Day steering group will be established to shape the format and focus of the Day and to scope and cost the requirements for a contract to deliver and co-ordinate it in 2019.

### iii. Help and support

SPPP will support the Citizens Panel to continue their dialogue about this aspect of the legacy with relevant agencies and States Departments.