

Tusla's Programme for Prevention, Partnership and Family Support:

## **Public Awareness Work Package Final Report**

By Professor Caroline McGregor, Dr. John Canavan and Ms Patricia O'Connor UNESCO Child and Family Research Centre, NUI Galway

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The authors of this report are:

#### Professor Caroline McGregor, Dr. John Canavan and Ms Patricia O'Connor

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For further information, please contact: UNESCO Child and Family Research Centre Institute for Lifecourse and Society National University of Ireland Galway Galway, Ireland T: +353 91 495 398 E: cfrc@nuigalway.ie

W: www.nuigalway.ie/childandfamilyresearch

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## Development and Mainstreaming Programme for Prevention, Partnership and Family Support

The Development and Mainstreaming Programme for Prevention, Partnership and Family Support (PPES) is a programme of action being undertaken by Tusla, the Child and Family Agency, as part of its National Service Delivery Framework. The programme seeks to embed prevention and early intervention into the culture and operation of Tusla. The UNESCO Child and Family Research Centre, NUI Galway has undertaken an evaluation study focusing on the implementation of and the outcomes from the PPFS programme. The study's overall research question is:

Is the organisational culture and practice of Tusla and its partners changing such that services are more integrated, preventative, evidence informed and inclusive of children and parents? If so, is this contributing to improved outcomes for children and their families?

The evaluation study has adopted a Work Package approach reflecting the key components of the PPFS programme. The five work packages are: Meitheal and Child and Family Support Networks, Children's Participation, Parenting Support and Parental Participation, Public Awareness and Commissioning. While stand-alone studies in their own right, each Work Package contributes to the overall assessment of the programme.

This is the Final Report of the Public Awareness Work Package

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#### Contact Details:

UNESCO Child and Family Research Centre, Institute for Lifecourse and Society, Upper Newcastle Road, National University of Ireland Galway, Ireland.

T: +353 91 495398

E: cfrc@nuigalway.ie

W: www.nuigalway.ie/childandfamilyresearch

 ✓ @UNESCO\_CFRC

f ucfrc.nuig

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# Overview of Final Work Package Report for Public Awareness

#### 1.1 Background to the Overall Study

The Development and Mainstreaming Programme for Prevention, Partnership and Family Support (PPFS) is a programme of action being undertaken by Tusla, the Child and Family Agency, as part of its National Service Delivery Framework. The programme seeks to embed prevention and early intervention into the culture and operation of Tusla. The UNESCO Child and Family Research Centre (UCFRC) at NUI Galway has undertaken an evaluation study focusing on the implementation of and the outcomes from the PPFS Programme. The study's overall research question is:

Is the organisational culture and practice of Tusla and its partners changing such that services are more integrated, preventative, evidence-informed, and inclusive of children and parents? If so, is this contributing to improved outcomes for children and their families?

The evaluation study has adopted a Work Package approach reflecting the key components of the PPFS Programme. The five Work Packages are: Meitheal and Child and Family Support Networks, Children's Participation, Parenting Support and Parental Participation, Public Awareness, and Commissioning. While stand-alone studies in their own right, each Work Package contributes to the overall assessment of the programme as contained in the report 'Systems Change: Final Evaluation Report on Tusla's Prevention, Partnership and Family Support Programme'.

#### 1.2 Background to Programme for Public Awareness

The Public Awareness Work Package is one of five core Work Packages for the Tusla PPFS Programme. It has the following stated aims:

- Design and conduct a public awareness campaign on Prevention, Partnership and Family Support.
- Develop Tusla website in relation to PPFS which is accessible to children and young people.
- Launch the National Service Delivery Framework and the PPFS on an interagency basis.
- Develop and produce policy, strategy, and guidance documentation and toolkits.
- Produce localised and child-and family-friendly material.

Public awareness of services that are available and how to access them is the focus of this work. The primary intended outcome of the Public Awareness Work Package is that children and families are increasingly aware of available supports and are less likely to fall through gaps, as all relevant services are working together in Tusla's prevention and early intervention system.

To inform Tusla's Public Awareness Work Package, the main research task in the development and mainstreaming project was to design and conduct a publicity campaign. The original intention of the evaluation aspect of this Work Package was to establish if levels of public knowledge about Tusla and its PPFS Programme increased over the life of the programme. The overall research and evaluation

questions related specifically to the PPFS services in Tusla. However, as time has progressed, it is clear that it also has wider implications for awareness of Tusla as a child and family agency more generally.

It is important to note from the outset that the overall aims and intentions of the Public Awareness Work Package changed over the course of the project. It started as a Public Education package, but early on it was recognised that the work was better described as public awareness, as there was not a proactive public education dimension built into the work.

The agreed questions for the research evaluation component of the Public Awareness Work Package were as follows:

- Do the public understand Tusla's role, purpose, and processes (of how to access services, for example)?
- How can the public be made more aware of Tusla, with a view to ensuring the service is maximised as a means of enhancing child and family well-being?
- What mechanisms work best for informing the public (e.g., website, community events, leaflets, advertisement)?
- How has the public's level of awareness changed at the end of 2017?

In the original plan, another question was included: What impact will a publicity campaign have? However, this question was removed in 2017, because a publicity campaign about PPFS had not yet commenced, as explained below. Though a campaign did not happen, a series of public awareness activities were developed, focused firstly on the engagement of stakeholders and secondly on the development of public awareness activity at a local level within Tusla.

The question which replaced the evaluation of the public awareness campaign in 2016-17 was:

• How best can Tusla develop its public awareness activities into the future?

This has meant effectively that while the change in public awareness has been reported in this research, we have not been able to establish what has led to the levels of change, because the campaign did not happen. Having said that, we have been able to learn a lot about how the public understand PPFS and Tusla and how the public can best be informed about services and how to access them. We have also developed a particular focus on the media reporting of PPFS and Tusla that is explained in more detail in the methodology.

With regard to the process of the work, it is important to note in this report that the public awareness work was slow to develop. For much of the time of the project, the unit responsible for this package was not fully staffed. A Communications Strategy was drafted, but not completed during 2015 and 2016. A new communications group was established in 2016 which made up part of the Public Awareness Working Group. It was initially planned that a publicity campaign would be developed in 2017. However, later in 2017 it was decided that a single publicity campaign would not happen during the time of the evaluation. Instead, focus was placed on developing a series of activities relating to awareness-raising at national and local level. For example, a pack was developed to inform practices relating to supporting local teams to raise awareness of the work of the PPFS Programme. Presently, and as set out on the Tusla website, the awareness campaign for PPFS has three phases:

'Internal awareness - to ensure that the ethos and resources of Prevention, Partnership and Family Support is practiced by all Tusla staff across the continuum of care.

Stakeholder awareness - to ensure our partners, stakeholders, and funded agencies are engaged in all aspects of Prevention, Partnership and Family Support work, and to encourage children and their families to avail in the resources available to them.

Public awareness - to ensure the general public are aware of Tulsa's work to develop an early intervention approach by supporting Prevention, Partnership and Family Support services, and the ways in which PPFS can support children and families realising their rights to the fullest' (Tusla website, June 2018: Public Awareness page).

The research focus in this report is specifically on the third element, awareness of the general public. As mentioned, the overall purpose of this Work Package is to establish levels of public awareness and to inform future public awareness activity within Tusla. To achieve the main objectives of the study, a mixed method approach was used. A detailed literature review was developed and updated throughout the project. Baseline and follow-up population surveys of 1000 participants were carried out in 2015 and 2018. In replacement of the evaluation of the publicity campaign, an analysis of how media report on PPFS was agreed on as an alternative and interesting method to inform the research questions. The other components of the package methods involved a secondary analysis of HIQA (Health Information and Quality Authority) reports for 2014–16 and in-depth interviews with key stakeholders as part of the project's overall common data collection. In the methodology, we outline how these mixed methodologies related to each other and how they contributed to the overall questions of the Work Package.

#### 1.3 Report Structure

This chapter has provided an introduction to the Public Awareness Work Package of the Prevention, Partnership and Family Support (PPFS) Programme evaluation, and has summarised how the work has developed from 2014 to 2018. Chapter 2 provides an overview of the methodology applied in this research and explains the mixed method approach taken in this work. It summarises the overall objectives and the specific objectives of the main components. Chapter 3 provides an overview of the findings for each component of the research. Chapter 4 provides a thematic discussion of the overall findings, with a focus on how they inform the overall research questions set out above. Chapter 5 concludes the report with a summary of the research process, main findings, key messages, and recommendations.

# 2

### Methodology

#### 2.1 Introduction

The research involved five main components:

- 1. Literature review on the design, implementation, and evaluation of public awareness campaigns.
- 2. Baseline and follow-up population surveys.
- 3. A content analysis of the reporting of parenting, prevention, and family support in the media via newspapers was carried out for the period 2014–17.
- 4. In-depth interviews with key stakeholders as part of a common data collection process undertaken in relation to the overall PPFS Programme.
- 5. A secondary analysis of HIQA reports for the period 2014-16.

A mixed methods approach to the research was taken employing what Fives et al. (2017) describe as a pluralist approach to evaluation. The focus is on the research questions, and using multiple approaches enables better understanding and enhanced knowledge of the phenomena being studied. The quantitative research methods used, through the use of survey data and media analysis, accurately and precisely measure the behaviour of the population under study and numerically describe trends, opinions, and attitudes. This enabled the findings to be generalisable by using a sample representative of a wider population. The qualitative method focuses on meanings, contexts, and the need to understand individuals in their social settings using one-to-one interviews with service providers and thematic analysis of HIQA reports and media content.

This mixed methods approach to the research enabled both quantitative and qualitative research findings to be combined, providing better understanding of the research aims and objectives than either approach could achieve alone (Creswell, 2014). Mixed methods bring the two lines of investigation together, producing complementary results and enriched findings (Bergman, 2010). The analysis, where possible, triangulated the findings from the different elements of the research, as explained further in the report. In the discussion, the source of each argument is made explicit to demonstrate how the overall conclusions were arrived at.

Originally the research task was to design a study that evaluated the impact of a publicity campaign. As this did not happen, alternative methods needed to be agreed on to fulfil the requirements of this package, as follows:

- The media analysis was a new element that was proposed as part of the expert research advisory process.
- The HIQA analysis was proposed as a result of observations made by colleagues in the Participation Work Package who encountered data that pertained to public awareness in their study.

• Generally, the overall intent of this research package has moved from mostly summative (evaluating impact of a publicity campaign) to mostly formative, whereby we used the data collection and analysis to inform present and future activities relating to public awareness.

Table 1 gives an overview of the data collection involved. Following this, we provide a summary of the specific methodology used in each approach. At the end of the chapter, a final comment is provided on the overall mixed method approach.

**Table 1: Data Collection across process evaluation** 

Reports/ Outputs	Data Sources							Word Count	
	Qualitative Interviews and Documentary Analysis (DA)  Quantitative Literature Review								
	One-to-One Interviews		views	articipants	articipants removed.	of Documents			it (excluding bibliography, vhere applicable, ies.)
	Face- to- Face	Tele- phone	Focus Group Interviews	Total number of participants	Total number of participants when duplication removed.	CA/DA: No. of Do	Surveys/ Questionnaires Data		Report word count (excluding table of contents, bibliography, appendices and, where applicable, executive summaries.)
Baseline Population Survey	Y	Ν	Ν	1000	n/r		Y	Ν	100 pages
Literature Review					n/r	Ν		Υ	n/r
Media Analysis Report	N	N	N		n/r	Υ	Y	Ν	50 pages
HIQA Report Content Analysis	N	N	N		n/r	Υ	Y	N	n/r
Interviews with Key Stakeholders	Y	Y	Ν	103	n/r	N	N	N	n/r
Follow-up Population Survey	Y	N	N		n/r		Y	Y	100 pages

As Table 2 shows, the mixed methodology for this research served to build up a set of data against which we could respond to the key questions set out in Chapter 1.

Table 2: Overview of Research Questions and Methodology used to address them

Band Question	Surveys	Media content Analysis	Stakeholder Interviews	HIQA Analysis	Literature review
Do the public understand Tusla's role, purpose and processes (of how to access services, for example)?					
How can the public be made more aware of Tusla, with a view to ensuring the service is maximised as a means of enhancing child and family well-being?					
What mechanisms work best for informing the public (e.g., website, community events, leaflets, advertisement)?					
How has the public's level of awareness changed at end of 2017?					
How best can Tusla develop its public awareness activities into the Future?					

= core data; = supplementary data; = no contribution

#### 2.2 Literature review

A literature review pertaining specifically to public awareness campaigns was developed in 2014 and has been extended throughout the project to inform the work of the Work Package. A semi-systematic search process was applied for the literature summary. The inclusion criteria consisted of searching for published material in peer-reviewed journals between the years 2000 and 2016. Two articles from 1999 were included, as these referred to specific public awareness campaigns that were continuously being evaluated in the target years. Two databases were searched applying the same search terms. The search was carried out in the NUI Galway library website and Google Scholar between 17 and 22 March 2016. The keywords and the number of documents identified is available in the detailed media analysis report (O' Connor et al, 2018). The first ten pages of results were manually searched: specifically titles and abstracts were read. Articles were included or excluded depending on the relevance they had for the purpose of the literature summary. Full text articles were saved.

Articles saved were then manually and thoroughly read. Those that still fit the inclusion criteria and matched the objective of the literature summary were finally included. A total of 58 articles were included and 29 were excluded. Following the initial search, a second search was carried out targeted at topics of interest specifically focused on exploring alternative methods to target public awareness beyond campaigns, and how these should be tailored to target the differences and needs between rural and urban populations. The same two databases were used. The specific search terms were: public awareness methodology; public awareness activities; science of raising awareness; methods of raising

awareness; public awareness activities definition; urban and rural public awareness; rural population public awareness family support; and raising public awareness in rural population. A total of 10 additional articles were included. Lastly, a previously done overview of the literature available on public awareness was revisited to cross-complement the findings of this literature summary. A total of six articles were added.

In January 2018 the literature search process was replicated for the period 2016 to 2017. A total of seven further journal articles were included in the literature summary, together with six public awareness campaigns carried out and detailed on various organisations' websites. The literature is used, where relevant, to inform the discussion and analysis in Chapter 4 (see O' Connor et al, 2018 for more details).

#### 2.3 Baseline and Follow-up Population Survey Methodology

The purpose of the baseline and follow-up surveys was to carry out a quota-based population survey assessing public awareness about the PPFS services provided by Tusla and partner organisations. In carrying out two surveys, the objective was to provide baseline data on levels of public awareness that were then compared with data from a similar survey to be conducted in 2017.

The questions for both population surveys were:

- What is the current level of awareness among the adult population in Ireland of PPFS services provided by Tusla?
- What is the current level of knowledge about how to access services provided by Tusla or partner organisations regarding PPFS services?
- What is the current level of public knowledge about reasons why family support or prevention services may be required?
- What is the current public attitude to PPFS services?

An additional question for the follow-up survey in 2018 was:

• How can Tusla best inform the public about services?

This question was added to compensate for the fact that there was no publicity campaign to evaluate. Responses to this section were expected to assist Tusla in future design of such a campaign.

The baseline and follow-up surveys were designed in consultation with Tusla's communications team. The survey collected data with a representative sample of the adult population of Ireland in Q2 2015 and Q1 2018. Both the baseline and follow-up survey asked identical questions about: knowledge and awareness of Tusla and the PPFS services; help-seeking; and perceptions about the provision of PPFS services. The 2018 survey added a section about how best to inform the public about Tusla and its services. Differences by age group (over and under 35 years old), gender (male and female), social status (social classes A-C1 and C2-F), urbanity (urban and rural dwellers) and parenting status (parents and non-parents) were noted in all instances.

A decision was made in this work to employ an external company to carry out the data collection phase of the survey. In line with public procurement guidance, a public invitation to tender for the data collection phase was held, and the tender was awarded to Amárach Field Research. The sample frame comprised the adult population of the Republic of Ireland, and the desired sample size was 1,000 in order to ensure sufficient analytical power both within cross-sectional surveys and over time. Data collection was carried out face-to-face by interviewers. To ensure the sampling criteria were met, interviewers followed quota controls on age, gender, social class, and location. One hundred nationally representative sampling points, or specific locations, were used as initial starting points. Ten interviews were conducted at each location. Each potential participant was given a participant information sheet and a consent form. Interviewers verbally asked the questions of the participants and recorded the given answers

electronically. The interviews took place at the respondents' own homes, and took approximately 15 to 20 minutes each. A range of standardised quality-control checks and processes were applied to ensure adherence to the sampling and data collection protocols. Data was submitted electronically to the field supervisors in Amárach, where it was collated, anonymised, cleaned, and weighted to be representative of the Irish population. Both surveys were given full approval from the National University of Ireland Galway (NUIG) Research Ethics Committee.

Data analyses were conducted with SPSS 21.0. The original weights applied to the dataset as part of the survey methodology – which were designed to ensure that the overall sample was reflective of the Irish population in terms of age, gender, social status, and region – were retained throughout subsequent analyses. Socio-demographic variables were recoded to create the necessary population subgroups where that was required. Inferential analysis techniques were chosen on the basis of the research question and the quality of the data obtained. As this Work Package was looking for differences between subgroups of the population (e.g., male vs. female, urban vs. rural), and the data was nominal or ordinal in nature, the appropriate test of statistical significance to apply was chi-square. It is vital to recognise that there is a difference between statistical significance and practical significance. Therefore, where statistical significance between groups has been identified, it is important to consider the size of the difference involved. Percentage values are thus presented throughout to aid interpretation of the data. Specifically in relation to the 2018 survey, the time 2 data was analysed with reference to time 1 data and presented along the same format to ensure maximum consistency in the reporting of the data.

#### 2.4 Media Content Analysis

The overall aim of the media content analysis was to objectively, systematically, and quantitatively describe content of communication about PPFS through newspapers during the period 2014 to 2017. The objectives of the media analysis were:

- To explore if there is a change in frequency and reporting about PPFS.
- To examine change in the nature of reporting about PPFS.
- To establish whether there is any evidence of greater awareness of services from Tusla.
- To ascertain what newspapers and regions are reporting most often.

The content analysis was applied to study the nature of media reporting on PPFS. The content analysis sought to quantify contents in predetermined categories in a systematic and replicable manner, which was applied to a sample of newspapers from local and national sources. The sample comprised two databases: The Irish Newspaper Archive and Nexis, both of which were accessed through the NUI Galway library. These databases offered a wide sample of Irish newspapers, both national and regional. The area in which each newspaper item was published was noted in order for coverage to be compared across regions. The regions are categorised according to Tusla's Area Management Structures: Dublin Mid Leinster (DML); Dublin North East (DNE); South; West; and Northern Ireland.

For the analysis, nine search terms<sup>2</sup> relating to PPFS were utilised in the larger analysis carried out in summer 2017 and early 2018 for the period 1 January 2014 to 31 December 2017. A total of 2,041 news items were generated from those search terms. Some news items were common to more than one search terms. In order to ensure that no article was repeated and where overlapping occurred, the predominant theme of the article was chosen and categorised accordingly. Where difficulty occurred in determining which category the item was most relevant to, it was categorised according to the author's rationale. A total of 1,497 news items were analysed following removal of repeat items. No ethical issues arose in relation to this aspect of the research.

<sup>&</sup>lt;sup>1</sup> The complete findings are reported in a separate, more substantial report (McGregor & Nic Gabhainn, 2018, forthcoming).

<sup>&</sup>lt;sup>2</sup> Tusla and Family Support; Tusla and Parenting; Tusla and Prevention; Tusla and PPFS; Tusla and Parenting, Prevention and Family Support; Tusla and Parenting Support; Tusla and Early Intervention: Tusla and Adolescents; Tusla and Teenagers.

## 2.5 Interviews with Internal and External Stakeholders: Common Data Collection

As referred to in the report 'Systems Change: Final Evaluation Report on Prevention, Partnership and Family Support Programme', the evaluation of Tusla's DMP: PPFS Programme at an overall level involved semi-structured qualitative interviews with key stakeholders in child protection and welfare and family support services in Ireland. The qualitative interviews sought to explore the overall implementation, sustainability, and outcomes of the PPFS Programme within the Child Protection and Welfare System (CPWS). The interview schedule contained questions that related to each of the Work Package areas: Meitheal and the Child and Family Support Networks, Children's Participation, Parenting Support and Parental Participation, Public Awareness (which relates to this report), Commissioning, and Systems Change. Due to the scope of this research study and the number of respondents required to be interviewed across all Work Package areas, a common data collection process was developed by the UCFRC. This 'Common Data Collection' process was adopted to reduce the time burden on interview participants and enhance efficiency in data collection.

#### **Sample and Recruitment of Respondents**

In sampling participants, the research team compiled a comprehensive list of relevant Tusla and non-Tusla personnel. The inclusion or exclusion of participants in this study was determined by their:

- in-depth knowledge of Tusla in terms of structures and operations
- knowledge of the PPFS Programme and its components
- willingness to participate in an interview.

In selecting research participants for this study, both purposive and random sampling methods were used. Purposive sampling was used to select participants from Tusla who hold key roles relevant to the PPFS Programme. Participants external to Tusla were purposely selected on the basis of their senior roles and level of engagement with the PPFS Programme. An alternate process was also facilitated in the event of selected interview participants being unavailable.

Due to the numbers in the key positions of Principal Social Worker and Children and Young Peoples Services Committees, and to avoid any potential bias, we adopted a stratified random sampling approach to select participants. This process also ensured geographical representation in selection. The RAND function on Microsoft Excel was used for this purpose.

Once the list of interview participants was reviewed and finalised by both the research team and Tusla personnel directly involved in the PPFS Programme, 11 researchers from the UNESCO Child and Family Research Centre were assigned a list of respondents to interview. Each interview participant received a standardised invitation email to participate in the study. In the emails, respondents were provided with a Participant Information Sheet, Participant Consent Form, and the list of interview questions to be asked. Research participants were given two weeks to consider and consent to the request and select a suitable date and time for the interview to take place. This time frame was in line with ethical research practice and allowed participants the opportunity to consider the interview and discuss their participation with their employers or colleagues.

In total, 162 interview requests were issued to personnel in Tusla, external service providers, and stakeholders. A response rate of 79% was generated and a total of 124 interviews were conducted, involving 128 participants as part of this study during the period September 2017 to February 2018.<sup>3</sup> Both face-to-face (n=13) and telephone interviews (n=111) were undertaken in this study. As Table 3 outlines, Tusla Participants accounted for 75% of the total sample interviewed, while 25% were non-Tusla participants.

<sup>&</sup>lt;sup>3</sup> There were slightly more interview participants than interviews: four interviews were joint interviews. So 124 interviews = 128 participants.



#### **Table 3: Tusla and Non-Tusla Participants**

#### Tusla Participants (75% of total sample interviewed)

- National Office / Tusla Senior Management (n=18)
- Tusla Operational Management (n=56)
- Tusla key Functionalist Specialists<sup>4</sup> (n=11)
- Tusla Work Package Specific Working Group Members (n=11)

#### Non-Tusla Participants (25% of total sample interviewed)

- Government Departments (n=7)
- Community and Voluntary Sector (n=10)
- Other External Stakeholder Organisations (n=15)

Interview recordings were distributed to transcribers with a track-record of working with the UCFRC, and were subject to a standard confidentiality agreement on the management and disclosure of the data. Upon receipt, the transcripts were divided into sections relevant to each of the Work Packages while in Word document format. They were then distributed for analysis to each Work Package lead researcher. At this point, they were imported into the computer-assisted software programme NVivo using already created individual files for each Work Package. To ensure quality and rigour in the data analysis, each Work Package NVivo file also contained five standardised nodes pertaining to the other Work Packages in the study. This was to ensure that information relevant to all Work Packages was captured and recorded in the data analysis.

#### **Analysis of Public Awareness Relevant Data**

From the 124 interviews undertaken as part of the Common Data Collection, 103 participants answered questions about the Public Awareness Work Package. The interview questions for this Work Package centred on the following areas: mechanisms that are used locally to create awareness around PPFS; strategies that are used to target different demographic groups; and recommendations on what Tusla needs to consider as part of its communications strategy that would improve public awareness of the PPFS Programme.

The data pertinent to the Public Awareness Work Package was analysed using a thematic approach. Thematic analysis represents a rigorous approach to data analysis, as the researcher systematically extracts, analyses, and interprets a series of themes and subthemes from their interview materials, which are subsequently examined in the context of the research question and the aims and objectives of the study (Braun and Clarke, 2006). Therefore, the themes that are derived can be defined as emergent concepts that frame or capture the various types of discourses or narratives that appear frequently in the transcripts. In terms of including and excluding particular themes, this process is dependent on the research question and the prevalence that interviewees attribute to particular concepts and policy practices that are evident in the transcripts.

#### 2.6 Secondary data Analysis of HIQA reports

The objective of the HIQA report (2014–16) secondary analysis was to analyse HIQA Tusla Child Protection and Welfare reports' content on public awareness. This component of the research was exploratory and represents a minor part of the overall work. Nonetheless, while HIQA reports do not specifically cover the question of public awareness, some reference to public awareness did emerge in a content analysis. For this reason, it was agreed that an analysis of a sample of reports may offer insights into relevant aspects

<sup>&</sup>lt;sup>4</sup> Key functional specialists are those with responsibility for key functional areas in Tusla. Functional areas pertinent to this Work Package include Finance, Human Resources, Communications, national data information, and Workforce Learning and Development.

of the research relating to:

- awareness strategies which were in place for the general public and for external agencies
- information that was made available to the public (service users or the wider population)
- measures that were in place to support awareness or communication among members of the general population for whom English is not their first language
- measures that were in place to support awareness or communication with individuals with sensory difficulties such as hearing or visual challenges.

A sample of 12 reports were analysed for this project. These represented all the reports carried out between 2014 and 2016 by HIQA inspectors on Tusla Child Protection and Welfare Services. The corresponding action plans, which were developed by Tusla local area management, were also analysed. Thematic analysis was used to analyse the data gathered for this report (Braun and Clarke, 2006). The six themes covered by the standards were used as the primary focus: child-centred services; safe and effective services; leadership, governance and management; use of resources; workforce; and use of information. Data was collected under the following headings:

- awareness strategies in place for the general public
- awareness strategies in place for external agencies
- information available to the general public
- measures in place around language barriers
- measures in place around communication difficulties.

Because this research was desk-based secondary analysis, no specific ethical issues were identified.

#### 2.7 Research Partnership and Collaboration with Tusla

As aforementioned, the Work Package was carried out in partnership with Tusla Public Awareness Working Group and the Communications Department of Tusla. The membership of this group changed over the course of the project. From the outset, members of Tusla Communications Department were part of this group. The National Programme Lead for PPFS was also a consistent member. From 2016, the group consisted of all Regional Implementation Managers and representatives from Tusla. Meetings were conducted two to four times a year, depending on the work rate of the package. All aspects of the work of the package were agreed within the context of the working group. The group enabled the development of the Work Package and its evolution from the original intention to the final aims as set out in Section 1. In particular, the group helped with design of the surveys, review and feedback on the various research activities, and engagement in discussion on the impact of the findings on the activities of Tusla with regard to Public Awareness. Other major themes arising and addressed through the working group included:

- the Tusla Communications Strategy aimed at stakeholders and the public
- the relationship between Tusla as a child protection agency and the view of Tusla in its expanded Family Support role
- awareness of the impact of negative media stories about Tusla that influenced public perceptions
- decision-making about the timing and nature of a public awareness campaign based on early literature review and process issues with regard to establishing the communications team in the new organisation.

The work of the group was formative, and early findings from the Survey and Media Analysis influenced Tusla Public Awareness working group and communications team actions. For example, in the dissemination of the baseline survey results, the importance of local as well as national public awareness activity was emphasised. Following this, the Tusla Communications Team developed a project to advise and support local Tusla teams to create awareness of services in their local areas. The plan for 'Public Awareness Week' in September 2018 was also informed by the working group activity and formative findings of the research, especially from the feedback on the baseline survey and the findings emerging about local and national reporting patterns shown in the Media Analysis.

Although a partnership approach was adopted in the research for this Work Package, each research component was undertaken on a fully independent and objective basis.

# 3

## Findings

#### 3.1 Introduction

The overall findings confirm that public knowledge about Tusla and the Prevention, Partnership and Family Support programme has increased over the life of the programme. This is verified in particular by the survey findings. With regard to the question of public understanding of its role, findings are mixed. Specifically, survey findings show that the public tend to consider PPFS as mostly connected to child protection services or generic services in the community, although some increased understanding of the role is shown in the 2018 survey findings. The media analysis gives an insight into how newspaper reporting may influence public knowledge through the understanding of PPFS portrayed in national and regional reporting. Findings from the content analysis of HIQA reports show variation on how public awareness is being addressed in different regions, and findings from the interviews reinforce the impact of local structures and processes and their significance.

Regarding the question 'How can the public be made more aware of Tusla with a view to ensuring the service is maximised as a means of enhancing child and family well-being?', findings from each element of the project contribute to answering this question. Likewise, the question 'What mechanisms work best for informing the public (e.g., website, community events, paper-based leaflets, advertisement)?' is addressed to some extent within each set of findings reported below. Based on these findings, we can draw a number of learning points for the future to address the question of how Tusla can increase awareness into the future. Following the findings, core themes are identified in Chapter 4 to address the research questions. Chapter 5 summarises the research process and outcomes and makes recommendations based on these themes.

#### 3.2 Public Awareness Baseline and Follow-up Survey

As mentioned, the main aim of the surveys was to establish a baseline and a follow-up set of data that could show change over time in three main areas: awareness, knowledge, and attitude to Tusla PPFS. The follow-up survey also added a section on how the public can be made more aware. The following provides a selection of the main findings. McGregor and Nic Gabhainn (2018) provide a full report of the baseline and follow-up surveys.

#### **Knowledge of Tusla**

Findings from the public awareness surveys show that knowledge of Tusla has increased over the lifetime of the project. Overall, there is increased knowledge of Tusla services, as follows:

- increase in knowledge of Tusla in general from 25% to 56.4%
- increase in response to 'Have you heard of PPFS' from 15.3% to 28.6%
- increase in knowledge of Meitheal from 5.9% to 10.5%
- no significant change in knowledge of what a family support services is (51.1% to 50.4%)

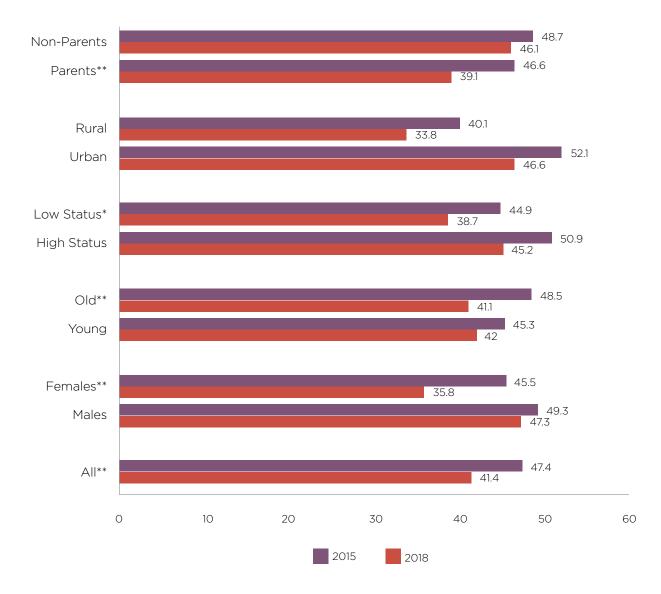
When broken down by the five different population subgroups, the change in knowledge across each is significant, as shown in Table 4.

Table 4: % reporting knowledge of Tusla by gender, age, social status, urbanity, and parenting status, 2015–18

Dimension	Level	% 2015	% 2018
Gender	Men***	19.2	50.5
	Women***	30.7	61.9
Age	Younger***	22.6	47.5
	Older***	26.3	60.1
Social Status	High***	31.9	61.2
	Low***	20.3	53.0
Urbanity	Urban***	23.8	58.7
	Rural***	26.9	53.1
Parenting Status	Parent***	29.1	60.7
	Non-Parent***	17.8	47.6

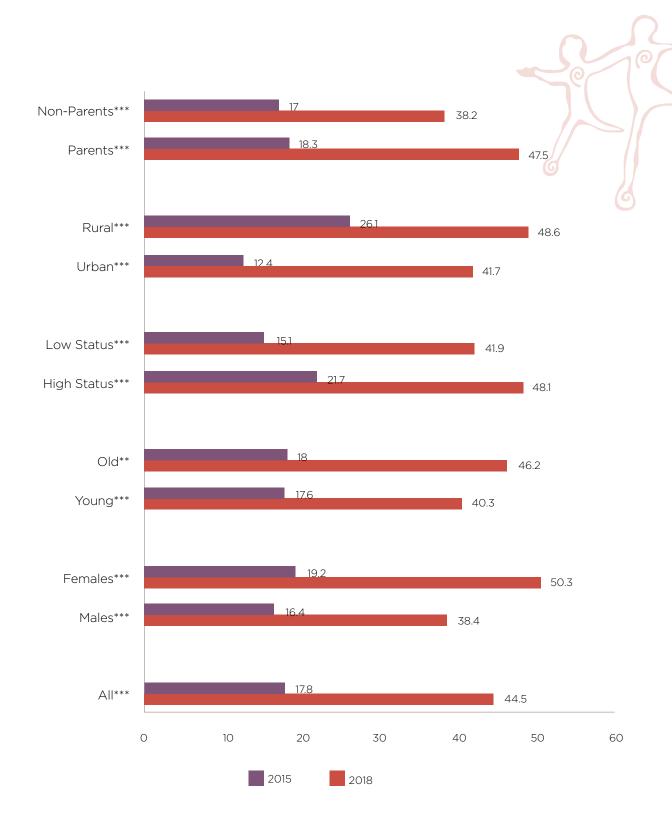
Younger = 18-34 years old, Older = 35+ years old; High Social Status = ABC1, Low Social Status = C2DEF.\* p < 0.05; \*\* p < 0.01; \*\*\* p < 0.001

Participants were asked who is responsible for supporting families when they cannot manage. In 2015 and in 2018 the top three answers were the State, Social Workers, and Tusla, with all other options being reported by fewer than 10% of participants. This pattern was the same for the whole sample and each of the population subgroups. However, between 2015 and 2018 the rank order of the top three answers changed. In 2015 the State was the most common answer (47.4%), followed by Social Workers (38.7%) and Tusla (17.8%). In 2018 Tusla had become the most common answer (44.5%), followed by the State (41.4%) and then Social Workers (40.3%). Figures 1 and 2 demonstrate this shift clearly. This is a notable change in view that Tusla is responsible for supporting families when they cannot manage, and is indicative of increased awareness of the organisation in relation to its family support services. This change featured across the five main socio-demographic population subgroups. It is also of interest to note that in the response, the public make no specific mention of Family Resource Centres or parenting support services. There were no differences over time in the percentages reporting that a local community service, a local voluntary service, or the family themselves were responsible for supporting families who could not manage, with minor differences or low numbers reported for other options. Of note is the significant reduction in those reporting that they did not know who was responsible, from 6.2% to 2.4% (p < 0.001), with the largest reductions being among those living in rural areas (down from 7.3% to 2.0%; p < 0.001) and among non-parents (down from 8.9% to 2.4%; p < 0.001).



Young = 18-34 years old, Old = 35+ years old; High Social Status = ABC1, Low Social Status = C2DEF \*p < 0.05; \*\*p < 0.01; \*\*\*p < 0.001

Figure 1: % of respondents reporting that the State has responsibility for supporting families when they cannot manage



Young = 18-34 years old, Old = 35+ years old; High Social Status = ABC1, Low Social Status = C2DEF  $^*$  p < 0.05;  $^{**}$  p < 0.01;  $^{***}$  p < 0.001

Figure 2: % of respondents reporting that Tusla has responsibility for supporting families when they cannot manage

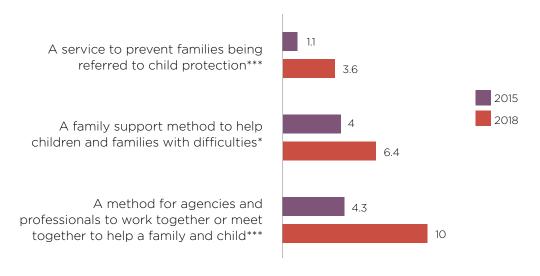
In answer to the question about what family support is, there was only a small change in the responses between 2015 to 2018. There was no change in the view that family support was related to 'parenting programmes' (both 14%). There was just a slight reduction in the view of family support as a service that was delivered via the Public Health Nursing System (down from 21% to 18.2%).

There was a slight increase in knowledge of early intervention and prevention (43.4% to 46.5%). More people responded that it was a service to 'prevent problems', up from 42.8% in 2015 to 57.2% in 2018) and as 'family support' (25.8% to 31.3%).

Overall, five services were identified as Family Support at a significantly different rate between 2015 and 2018:

- Services for Child Protection, increased from 32.4% to 37.6% (p < 0.05)
- Services for Children in Care, increased from 23.7% to 28.9% (p < 0.01)
- Residential or Foster Care, increased from 14.2% to 19.2% (p < 0.01)
- Addiction or Substance Abuse Services, increased from 13.9% to 17.9% (p < 0.05)
- Community or Voluntary Organisation or Service Provider, decreased from 1.9% to 0.8% (p < 0.05).

There was no overall shift in the percentage of respondents who reported that they knew what Family Support services existed in their locality. However, there was significant change in a number of population subgroups. The percentage of women who reported that they knew about local Family Support services increased from 28% in 2015 to 32.9% in 2018 (p < 0.05), with a similar increase among those of high social status, from 23.5% to 28.8% and among non-parents from 15.0% to 21.2%. Finally, knowledge about Early Intervention and Partnership had increased in all instances between 2015 and 2018. Regarding Meitheal specifically, there has been a statistically significant increase in the percentage of respondents who reported that they had heard of Meitheal, a national practice model for all agencies working with children, young people, and their families, rising from 5.9% in 2015 to 10.5% in 2018 (p < 0.001). Figure 3 illustrates the shift in public understanding of what Meitheal was in 2015 and 2018.

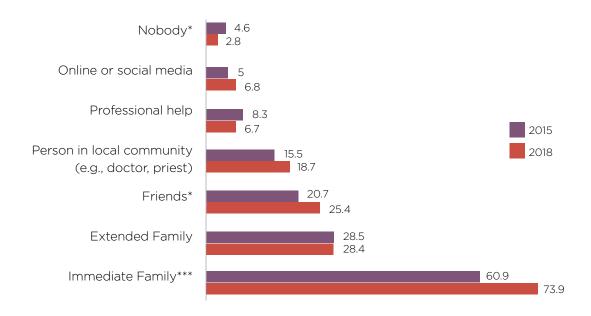


<sup>\*</sup> p < 0.05; \*\* p < 0.01; \*\*\* p < 0.001

Figure 3: % change in reporting what Meitheal was understood to be in 2015 and 2018

#### **Help-Seeking**

In both 2015 and 2018, survey respondents were asked a series of questions about seeking help. First they were asked who they would turn to for help if someone they knew was having parenting or family problems that they could not manage. Figure 4 below illustrates the overall changes over time in whom they would ask for help.



<sup>\*</sup> p < 0.05; \*\* p < 0.01; \*\*\* p < 0.001

Figure 4: Who respondents would ask for help with a parenting problem if they could not manage, %s in 2015 and 2018

With regard to help-seeking, personal support networks were found to be the main source of support for the public. Indeed, since 2015, the rating for immediate family as the main source of family support for the public is up from 60.9% to 73.9%. This increase in turning to family is found across all of the population subgroups.

The second set of interview questions about help-seeking were about what respondents would do if they could not manage parenting or family problems with their own supports through family and friends. Table 5 below outlines the main findings over time on these questions.

Table 5: Statistically significant increases between 2015 and 2018 in respondents reporting what they would do if they could not manage a parenting or family problem with their own resources through family and friends

Response	Overall 2015	Overall 2018	Population subgroups
Ask the GP	38.7%	47.8%***	Statistically significant increases in every population subgroup
Attend the local family resource group	11%	16.2% **	Statistically significant increases in every population subgroup, except among urban dwellers
Contact another agency in my area	6.8%	12.7% ***	Statistically significant increases among men, and those who are older, of lower social status, both urban and rural dwellers, and parents
Contact my local community group	5.6%	9.1% **	Statistically significant increases among men, and those who are older, of lower social status, urban dwellers, and parents
Ask the teacher	5.1%	15.8%***	Statistically significant increases in every population subgroup

<sup>\*</sup> p < 0.05; \*\* p < 0.01; \*\*\* p < 0.001

Finally, regarding help-seeking, when asked if they had sought a service from Tusla, very low percentages of respondents reported that they had asked for services and not received them (1% in 2015; 1.5% in 2018), that they did not know who to ask or where to go (1.5% in 2015; 1.1% in 2018), that they didn't ask for services because they did not know that services existed (0.5% in 2015; 1.7% in 2018, p < 0.05), or that they did not ask for services because they did not trust the child and family services (0.5% in 2018; 0.2% in 2018).

#### **Perceptions**

Respondents were asked which services could be improved. The most frequently mentioned service for improvement was Mental Health, though there was no overall change between 2015 (52.1%) and 2018 (53.5%) nor any significant change in any of the population subgroups. Increases between 2015 and 2018 were noted for a number of services, and these are outlined in Table 6 below.

Table 6: Services that could be improved, increased % between 2015 and 2018

Response	Overall 2018	Population subgroups
Services for Child Protection	42.6% in 2015 47.8% in 2018*	Statistically significant increases among men, those who are younger, of lower social status, urban dwellers, and nonparents
Youth & Adolescent Support Services	28.7% in 2015 32.8% in 2018*	Statistically significant increase among urban dwellers
Residential or Foster Care	24.5% in 2015 29.6% in 2018*	Statistically significant increases among men, those who are older, of lower social status, both urban and rural and parents
General Practitioner	23.3% in 2015 28.0% in 2018*	Statistically significant increases among women, and those who are older, those of higher social status, both urban and rural dwellers, and non-parents
Parenting Groups or Programmes	20.8% in 2015 26.5% in 2018**	Statistically significant increases among both men and women, those who are older, both urban and rural dwellers, and both parents and non-parents

<sup>\*</sup> p < 0.05; \*\* p < 0.01; \*\*\* p < 0.001

Only one service, Public Health Nursing, had a reduced percentage of respondents reporting that it could be improved, from 33.8% in 2015 to 28.9% in 2018 (p < 0.05). Reductions in these percentages for Public Health Nursing were also found among males, older people, those of lower social status, and rural dwellers.

Respondents were asked if they thought that the Prevention, Partnership and Family Support (PPFS) Programme would improve services for children and parents. Although the percentage responding yes was stable (36.3% in 2015, 36.5% in 2018), there was a shift from 45.0% in 2015 to 32.3% in 2018 in those responding 'I don't know', and a shift from 14.4% to 25.6% in those responding 'to some extent' (p < 0.001). Figure 5 below presents the key changes over time in response to the question about how PPFS would improve services.

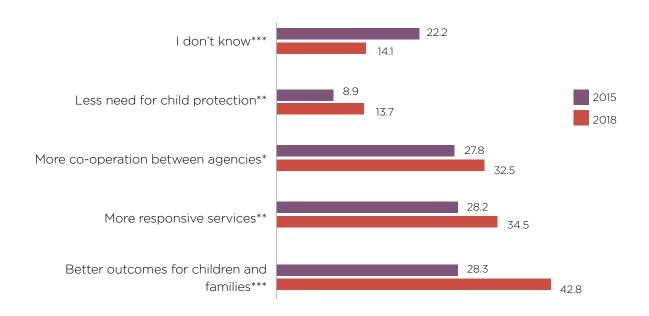


Figure 5: How PPFS will improve services for children and families, % in 2015 and 2018 as perceived by respondents

Significant increases in the percentages responding 'better outcomes for children and families' were found in every population subgroup. Similarly, significant decreases in the percentages responding 'I don't know' were found in every population subgroup.

#### How Best to Inform the Public (2018 only)

Finally, with regard to the 2018 survey, participants were asked how the public could be made more aware of services. Respondents were asked four questions on this topic: a) How best can the public be made aware of Tusla?; b) What are the best mechanisms to reach adults; c) children; and d) How do respondents find out about services if or when they need them? Table 7 summarises the findings. While social media and advertising were deemed to be more appropriate for making the public more aware, it was the website that was most cited as the best mechanism to inform adults and young people. The website was also the main place people said they would go to find out about services. The variety of media noted by the public is important here. In addition to the website and social media, other important primary sources for informing adults were the TV and newspapers at 63.1% and 44.1% respectively. Advertisements were another important source for adult information (44.6%), but not so much for young

people (12.2%). Radio featured very little in the survey or in the feedback from stakeholders as a means of informing the public. An interesting difference was noted in relation to informing the public and finding out about services. The survey findings show that most of the adult population find out about services from the website (50.9%), followed by social media (29.7%) and family and friends (28.7%). The emphasis on the role of schools to inform young people is also very significant at 74.4%.

Table 7: Follow-up survey findings on how to make public aware, inform and find out about services

Mechanism	How to Make Public more Aware %	How to Inform Adult %	How to Inform Child or Young Person %	How people find out about services %
Website	1.4	49.8	28.5	50.9
SocMedia/INET	17.4	58.7	56.7	29.7
Advertising	34.0	44.6	12.2	12.2
TV	22.3	63.1	33.3	22.5
Newspaper	2.2	44.1	10.5	17.9
Word of Mouth	1.4	28.0	18.6	15.6
Leaflets	9.9	29.7	12.6	10.8
Events	-	25.3	14.6	10.2
Family or Friends	-	-	44.1	28.7
Radio	7.0	-	-	-
School	5.0	-	74.4	14.4

#### Summary

Overall, the findings of the baseline and follow-up report show that:

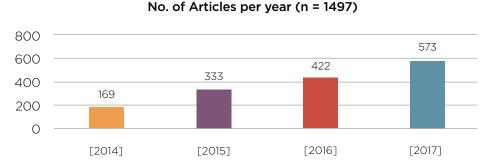
- There is increased knowledge and awareness of PPFS and Tusla services.
- Families generally look to their own internal networks for support.
- When this is not available, they are most likely to go to the local GP or social service in their community.
- There is an increase across all respondents of association of family support with prevention, early intervention and partnership.
- There is greater awareness of the Meitheal practice model.
- The public in 2018 are more likely to associate PPFS with early intervention, prevention and partnership, showing an increased knowledge of what each of these elements of PPFS entails.

The findings also suggest that the public do not clearly differentiate family support from child protection and children in care. The findings also indicate that family support is understood differently by the public than in professional definitions. The public, when referring to family support, emphasise support from their own family and generic supports. They also tend to connect family support with child protection. The findings show the need for differentiation between different subpopulations regarding awareness – for example, between adults and young persons and between rural and urban dwellers. The 2018 findings also show the variety of mechanisms that the public identify as ways to find out about services and to become more aware that can inform short-, medium-, and long-term strategies in Tusla, as discussed further in Chapters 4 and 5.

#### 3.3 Media Analysis of Reporting of PPFS

The objective of the media analysis of reporting on PPFS was to explore the nature of the reporting and any change that occurred over time. Detailed findings from the media analysis are published in detail as a separate report (O'Connor et al., 2018). This section gives a summary of the main findings. In interpreting the findings that follow, it is important to refer back to the methodology and the details of the search terms used in the study. The search looked for content in either the headline or the body of the text. The search was for terms related to PPFS only. The search did not include terms relating to child protection, children in care, or Tusla in general. This study categorised all results and all articles which mentioned Tusla and an aspect of PPFS. Due to limitations in the search functions of the database, sometimes only Tusla or only PPFS came up but were still included if they contained relevant articles.

Content analysis of a range of national and local papers from 2014 to 2017 demonstrated that the number of news items about PPFS increased progressively from 169 in 2014 to 573 in 2017, as shown in Figure 6. With regard to the nature of the reporting, more articles were negative or critical, although some were also positive or mixed (Figure 7).



Percentage of Articles/News Items per year

Figure 6: Articles on PPFS per year

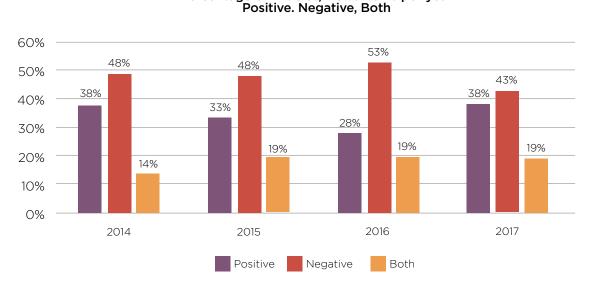


Figure 7: Percentage of articles per year on PPFS: Positive, Negative, Both

The analysis produced a set of themes that came up when we searched for terms relating to PPFS. Table 8 sets out the 13 themes identified across each search term and whether the article or news item was

positive, negative, or both. The pilot sample identified eight themes (Support Services & Programmes; Childcare Services & Crèches; Schooling & Homeschooling; Foster Carers; Funding; Child Protection; Tusla Policies & Procedures; and Young People's Mental Health). A further five themes were identified following analysis of further news items (Advertisement for Foster Carers & Staff; Children & Young People in Care; Adoption and Mother and Baby Homes; Tusla's Legal Spend; and Retrospective Abuse). It is important to be reminded that the themes emerged from a search for PPFS & Tusla content.

**Table 8: Articles & News Items by Theme and Rating** 

Theme	Number of Articles	Positive	Negative	Both
Support Services & Programmes	377 (25.2%)	256 (17.2%)	65 (4.3%)	56 (3.7%)
Child Protection	219 (14.6%)	41 (2.7%)	109 (7.3%)	69 (4.6%)
Children & Young People in Care	216 (14.4%)	19 (1.3%)	156 (10.4%)	41 (2.7%)
Funding	185 (12.4%)	58 (3.9%)	104 (6.9%)	23 (1.6%)
Tusla Policies & Staffing issues	159 (10.6%)	6(0.4%)	139 (9.3%)	14 (0.9%)
Whistleblowers	108 (7.2%)	3 (0.2%)	97 (6.5%)	8 (0.5%)
Childcare, Services & Crèches	125 (8.4%)	33 (2.2%)	54 (3.6%)	38 (2.6%)
Schooling & Homeschooling	61 (4.1%)	24 (1.6%)	22 (1.5%)	15 (1.0%)
Advert for Foster Carers/ Carers/Staff	51 (3.4%)	50 (3.3%)	0	1 (0.1%)
Adoption and Mother & Baby Homes	47 (3.1%)	9 (0.6%)	28 (1.8%)	10 (0.7%)
Foster Carers	28(1.9%)	13 (0.9%)	10 (0.7%)	5 (0.3%)
Tusla Legal Spend	16 (1.0%)	0	11 (0.7%)	5 (0.3%)
Young People's Mental Health	7 (0.5%)	0	6 (0.4%)	1 (0.1%)
Retrospective Abuse	6 (0.4%)	2 (0.1%)	4 (0.3%)	0
Total	1497 (100%)	511 (34.2%)	708 (47.2%)	278 (18.6%)

As shown in Table 8, the highest number of items related to Support Services and Programmes (25.2%), followed by Child Protection (14.6%), then Children and Young People in Care (14.4%). Funding was also within the top four articles identified, at 12.4%, but scored negatively high at 6.9% of overall articles. Support Services and Programmes scored highest for positive articles, at 17.2% of the 1,497 articles, while articles regarding Children and Young People in Care scored the highest negatively of all articles, at 10.4%. The majority of Child Protection articles also scored negatively, at 7.3% of the overall number of articles. With the exception of Support Services and Programmes, most themes scored higher negatively than positively, not taking into account advertisements for foster carers, carers, and staff, which were predominantly placed into the 'positive' category. In addition, Schooling and Home-schooling scored marginally higher positively (1.6%) than negatively (1.5%), together with Foster Carers, which scored positively at 0.9% and negatively at 0.7%. The news items more commonly associated with child protection generally scored more negatively than those relating to family support. For example, Children and Young People in Care scored the highest negatively of all articles, at 10.4%. The majority of Child Protection articles also scored negatively, at 7.3% of the overall number of articles. On the other hand,

Support Services and Programmes, when mentioned, scored highest for positive news items, at 17.2% of the 1,497 articles.

Table 9 shows the themes' occurrence per year over the four-year period, to demonstrate the distribution of the articles in more detail. The number of items under Child Protection increased steadily from 2014 to 2017. Children and Young People in Care news items increased from 2014 to 2016, but coverage almost halved from 2016 (n = 97) to 2017 (n = 51). News items on funding appeared similarly in 2014 and 2016 but were covered more in 2015 and 2017. As can be seen under the Tusla Policies & Staffing issues, the majority of items pertained to the whistleblower<sup>5</sup> scandals (McCabe and Harrison). However, following removal of the whistleblower news items, coverage of Tusla's policies and staffing issues rose sharply in 2017. Childcare Services were covered most often in 2016 (3.1%) and 2017 (2.7%) compared to the first two years. Advertising for Foster Carers, Carers, and Staff remained steady across each year. Coverage of Adoption and Mother and Baby Homes increased sharply in 2017 (1.5%) compared with 2014 (0.3%). Foster Carers items also increased sharply in 2017 (1.5%). Retrospective Abuse news items did not appear in 2017. Very little coverage was given to young people's mental health (0.5%) and Retrospective Abuse (0.5%).

Table 9: Articles and News Item Themes across 4-Year Period

Theme	Percentage of News Items					
	2014	2015	2016	2017	Total	
Support Services & Programmes	52 (3.5%)	100 (6.7%)	120 (8%)	105 (7%)	25.2%	
Child Protection	16 (1.1%)	43 (2.8%)	69 (4.6%)	91 (6.1%)	14.6%	
Children & Young People in Care	20 (1.3%)	48 (3.2%)	97 (6.5%)	51 (3.4%)	14.4%	
Funding	27 (1.8%)	72 (4.8%)	26 (1.7%)	60 (4%)	12.3%	
Tusla Policies & Staffing issues	0%	7 (0.5%)	3 (0.2%)	149 (10%)	10.7%	
Whistleblowers				108 (7.2%)		
Childcare, Services & Crèches	19 (1.3%)	18 (1.2%)	47 (3.1%)	41 (2.7%)	8.3%	
Schooling & Homeschooling	9 (0.6%)	7 (0.5%)	27 (1.8%)	18 (1.2%)	4.1%	
Advert for Foster Carers/Carers/ Staff	14 (0.9%)	14 (0.9%)	12 (0.8%)	11 (0.7%)	3.3%	
Adoption and Mother & Baby Homes	5 (0.3%)	11 (0.7%)	10 (0.6%)	21 (1.5%)	3.1%	
Foster Carers	0%	3 (0.2%)	3 (0.2%)	22 (1.5%)	1.9%	
Tusla Legal Spend	6 (0.4%)	3 (0.2%)	3 (0.2%)	4 (0.3%)	1.1%	
Young People's Mental Health	0%	3 (0.2%)	4 (0.3%)	0%	0.5%	
Retrospective Abuse	1 (0.1%)	4 (0.3%)	1 (0.1%)	0%	0.5%	
Total	11.3%	22.2%	28.1%	38.4%	100%	

In addition to the themes that emerged from the media analysis, another key finding relates to the nature of national and local reporting about PPFS. 67% of all news items were published in a national newspaper, 33% in regional papers. The highest number of regional papers were found in the West (17.9%). The lowest number of regional papers were found in Northern Ireland (0.6%). The highest number of national

<sup>&</sup>lt;sup>5</sup> Sergeant Maurice McCabe and Garda Keith Harrison, members of An Garda Síochána (Ireland's police force), became widely known to the general public as Garda whistleblowers following allegations they made of malpractice and corruption in An Garda Síochána practices. An investigation was undertaken into whether files in certain State agencies, including Tusla, were created and distributed by senior members of An Garda Síochána in inventing false allegations of sexual abuse against Sergeant McCabe. Concerns in relation to Garda Keith Harrison and his family in similar circumstances were also investigated. This investigation received extensive media coverage.

articles about PPFS appeared in the Irish Examiner (52%), followed by the Irish Independent at 11.1%. The third-highest number of articles appeared in the Irish Times, at 10.5%, and the fourth-highest appeared in the Irish Daily Mail (6.4%). The Irish Examiner published the highest number of negative articles (32.8%).

In regional newspapers, reporting generally tended to be more positive overall in relation to Tusla PPFS services. The highest percentage of items was found in the Westmeath Examiner (40%), while the lowest percentages were in the Laois Nationalist and Metro Herald (1%). Items were more positive than negative, with the Westmeath Examiner publishing 27% positive articles, followed by the Longford Leader at 13%. In the majority of instances, the reporting on PPFS at local level was mostly positive. Detailed analysis of newspapers per region is provided in the full report of the findings, showing both the newspapers most likely to run PPFS-related news stories and whether these stories were positive, negative, or both.

Overall, the findings provide an insight into how PPFS is reported in the media at both national and local level. They show that:

- There is not just one narrative about PPFS and Tusla; both negative and positive reports are available.
- The media reflect a similar perception of PPFS and child protection as the public, in that they do not seem to be always differentiated.
- Moreover, there is a tendency to view even the family support work more in terms of child protection and children in care than in terms of specialist programmes or family support approaches.

Both the survey and media study results point to the need to consider public education as well as awareness about the range of Tusla services, from prevention and early intervention to child protection and legal interventions.

The findings also show an increasing awareness of Tusla PPFS during the course of the study, and a tendency when discussing PPFS to be more positive than negative: Support Services more positive than negative (65%); Child Protection and Children in Care more negative than positive (62%). This is especially the case for local reporting. The themes that emerged from the search are significant to informing how the media interpret and understand PPFS and how they understand that within the wider context of Tusla services. It is important to state again that even though no specific search for child protection reporting was made, a number of the themes coming up under family support related to this dimension of Tusla's work. We can therefore say that it is not just the public who often perceive family support to be part of child protection: this perception is also present in those who research and write for the newspapers in Ireland.

#### **Summary Overview**

Overall, the findings give insight into how PPFS is reported in the media, both nationally and locally, as follows:

- The 13 themes that emerged from the media analysis tell us what the media are focusing on when they talk about PPFS and their understanding of it in the wider context of Tusla services.
- While no specific search for child protection reporting was made, a number of themes emerged pertaining to this dimension of Tusla's work.
- Both positive and negative reporting is published, which shows there is more than one narrative about Tusla and PPFS.
- The media reflect a similar perception of PPFS and child protection in that they do not seem to always be differentiated.
- There is a tendency towards more positive reporting about Tusla's family support activities, which is more evident in local news reporting.

• The media content analysis shows that a focus on media coverage can enhance understanding and influence public awareness, which creates the need for a differentiated strategy towards engagement with the media at national and local levels.

In conclusion, the media play a key role in influencing public knowledge and understanding. Both the media and the general public need to be better informed about what family support is and how it relates to child protection in the context of Tusla services. It is important to note that this media content analysis was an exploratory study. The databases used did not always produce exact search results, and results were sometimes difficult to distinguish. However, the search terms were very specific and related closely to PPFS and not more widely to Tusla and its services. Notwithstanding these limitations, there are some key findings that are relevant and point to the need for further investigation. We discuss them in more detail in Chapter 4.

#### 3.4 Interviews with Key Stakeholders: Common Data Collection

The findings from the common data collection interviews with stakeholders are presented here. The purpose was to seek respondents' views on mechanisms and target strategies used to create awareness around Tusla's PPFS Programme and recommendations for Tusla's communication strategy going forward. Using Braun and Clarke's (2006) thematic analysis, subthemes pertaining to each question were created as part of the data analysis under three main themes: Mechanisms to Inform the Public; Strategies to Raise Awareness; and Tusla Communications Strategy. For clarity and to meet the main purpose of this data source, we present the findings here as key messages that can inform future public awareness work. The key messages are summarised used the following headings:

- Most public awareness work by stakeholders occurs at the local/area level.
- Public awareness at national level is focused mostly on the website, social media and Tusla Communications Strategy.
- Targeted strategies are essential.
- Any public awareness message needs to communicate how PFPS integrates and links with the wider workings of Tusla.

#### Message 1. Most public awareness work by stakeholders occurs at the local/area level.

In relation to the question of mechanisms to inform the public and related strategies that can raise awareness, there were mixed responses from the stakeholders and numerous useful examples given, with the majority giving concrete examples. Most of these related to actions that were taking place at local level. Table 10 provides a snapshot of the mechanisms and strategies discussed. Interagency networks were the most commonly cited approach. Other individual responses included local hubs, local fora, schools, Parenting Support Champions, 6 word of mouth, parenting programmes, and sponsorship.

<sup>&</sup>lt;sup>6</sup> Parenting Support Champions (PSCs) are existing practitioners working with children and families who are employed by Tusla and its partner organisations. Their role is to support and promote parenting support and parental participation in their own localities.

Table 10: Summary Overview of Strategies and Mechanisms for Public Awareness at Local/Area Level

Mechanism/ Strategy	N	Illustrative Quote
Interagency Networks	33% 1/3	"I would say what we use probably most and what works best for our area is the use of the child and family support networks and the children and young people services committee to disseminate the information I would prepare a report to that steering committee on the work streams of prevention, partnership and family support, equally at the child and family support network meetings, more local meetings, I'm constantly disseminating the information so it's kind of through network meetings." (P67)
Presentations, Briefings, Events, and Road Shows	25% 1/4	"Recently [we had] a child protection week which was led from a PPFS perspective There was a number of us who came together and the whole idea was, the tag line for the week was 'Stronger Community, Safer Children' so really positive engagement with wider community and wider organisations. So at that level, those particular type of initiatives can be really productive from a PPFS point of view; you get that opportunity to step out and be open and be willing to talk through things and create a better understanding." (P23)
Distribution of Literature	25% 1/4	"We go back out to all the community services with leaflets, posters, briefings to all of those communities, and we ask them to put it up on their notice boards within their organisations, schools, doctors, everybody out there, around what Meitheal is, what PPFS is, what participation is, what all of those different pieces are. And that generates a lot of telephone calls into us in respect of 'Can you do this', 'Can you do that'." (P104)
Multi-agency Approach	17% 1/6	"Like the multi-agency approach and bringing that out; different agencies bringing that out into the community, and families becoming aware then of all of the services both between Tusla and PPFS." (P116)
No Strategy	17% 1/6	"We haven't really got any consistent mechanisms at the moment in terms of disseminating that information to the public, because we haven't had the personnel in place to do that. As I said, there haven't been, you know, they haven't had the co-ordinators in position. So I don't think we have a consistent mechanism for ensuring there's awareness. I think that's a weakness in terms of the public understanding of public awareness around PPFS model." (P28)

## Message 2. Public awareness at national level is focused mostly on the website, social media, and Tusla Communications Strategy.

While most responses related to local level, a number of mechanisms and strategies at national level were highlighted by respondents. These included:

- print media
- the Tusla hub
- their website and the Parenting24seven website
- social media platforms such as Facebook and Twitter.

Others spoke about the expansion of Tusla's communications department having an impact on awareness. There was a view that this is an area that has been slow to progress, and an acknowledgement that advancements had been made more recently:

So what I'm aware of is that we have a major dearth of strategy in the area of communications. Now we do have a new head of comms, who's only there a couple of months. And I know one of the things he's in charge of is to develop a comprehensive communications strategy internally and externally for the agency. But I also know that that's a huge thing for him to do, and it will take time and needs resourcing. So we are a long way as an agency to having that kind of complex approach ... I know it's being actively worked on. But it is a very big piece of work. (P78)

Respondents put forward a number of suggestions for Tusla to consider in its communications strategy going forward. The communication of information needs to be up to date, constant, and consistent, and needs to target people of different ages and in different languages. Tusla's work should continue to be communicated by senior figures in government and should be aimed at political figures as well as the general public. This communication needs to be two-way. Communication should be targeted at local level through those already working in the community; for some, that means networks. There is a need to build relationships with community services and to promote the fact that Tusla works in partnership with a myriad of other organisations. This also requires that all organisations and programmes supported by Tusla acknowledge this relationship, thereby raising awareness that Tusla is supportive and directly involved in local communities. Overall, there should be a focus on promoting the core values of the agency.

Reflecting back to Message 1, a number of respondents emphasised the need to work with the local level in any national communication strategy. As one respondent put it: 'If you [have] these structures in the local area, why don't you use those networks as part of your communication, because those are the people who know people best, you know' (P98). The importance of the Family Resource Centres (FRCs) was also emphasised in this regard:

I think they're missing a trick in the Family Resource Centres; I think the Family Resource Centres are key to promoting the PPFS within the communities. I think resourcing the Family Resource Centres better, and working Tusla locally, working with the Family Resource Centres better, is a great way ... is a great communication tool as well, locally. But you're talking nationally as well, in terms of their public awareness. (P33)

Generally the view of most respondents was that time and effort need to be given to creating awareness. For some, that means generating awareness at local level through a 'bottom up approach'; for others, a national approach is best, using promotional material such as logos and literature in national media campaigns. Others maintain that a two-pronged approach may be best:

There should be nationwide systematic [approach], done at the national level, but also done at the local level, but with the same messages. So you might have an ad on local radio or in a local paper with slightly tailored content about the local context, but the inherent messages should be the exact same as then a similar thing that's done nationally. And they should be done simultaneously. (P92)

It is worth noting however that over a tenth of respondents maintained that before any public awareness campaign is enacted, the agency needs to ensure that it can meet the demands that such a campaign may generate:

So if Tusla goes to engage in communication strategy around like say parenting and family support and all of that, then they need to be able to have the goods to follow it up, or else don't communicate, don't set up the expectations ... That would be a massive first step. (P114)

#### Message 3: Targeted strategies to raise awareness are essential

Over half of all respondents indicated that target strategies in their localities are specifically aimed at particular cohorts of the population, such as the youth or traveller population, with the most cited being other ethnic minority parents – not just migrant non-national parents in the community but also those living in direct provision and refugee parents:

We have done briefings to the Syrian refugees, and yeah, again like that's about targeted groups [on] PPFS [and] becoming involved in a more hands-on way than actually just going in and giving a hard briefing ... They did have the benefit of PPFS people ... Two PPFS visiting helping out with other issues and getting the message softened that bit, and that was the way, from then on, that was the way we delivered our message. (P29)

While many agreed on the need for targeted strategies, how to do this provided a mixed response. Respondents spoke of targeting local churches and community groups. Some respondents target parents with specific challenges, such as teen parents, parents with addiction, parents in situations of domestic violence, and parents of children with special needs. Others raise awareness by targeting families or individuals using specific services, such as homeless services and statutory services such as education. Over a third of respondents indicated that there should be targeted strategies at local level to reach all cohorts of the population, as it is thought that the same strategy will not work for all groups. For many, communication and awareness-raising will need to take account of different age cohorts, diverse languages, and different levels of need. Others said they are lacking in this area:

Oh, we're seriously lacking in terms of getting our message out to the public that we work with ... We haven't been out to the community that we work in, and saying here we are and this is what we do. So in terms of the different strategies, I don't think we have any strategy at the moment of reaching any of our target groups. It is a real case of, you know, when there's a difficulty you know that people get referred in to us. Yeah, I'd say our level of self-referral or even parental referral is quite low. So yeah, we're lacking, definitely lacking in that area? (P125)

While the idea of target strategies was received positively by the majority of respondents, concerns were also expressed that such an approach may separate or stigmatise groups:

I kind of am against ... separating groups ... I think these are universal services that we have ... I mean we don't want a stigma attached to it ... You might target the need, but as long as the service is promoted in a way that is equal, respecting of all cultures, you know? ... I think it's better to deliver this type of public awareness in a universal way and rather than target specific ethnic groups. (P167)

<sup>&</sup>lt;sup>7</sup> This may not be the case nationally. Meitheal Summary details 13,581 self-referrals and parental referrals in 2017 (Tusla, 2017).

# Message 4: Any public awareness message needs to communicate how PPFS integrates and links with the wider workings of Tusla.

Over 10% of respondents spoke about the need for an approach to communication that integrates or links PPFS to the other workings of the agency, and said there is a danger that PPFS will be viewed as a stand-alone piece rather than as part of the work of the agency as a whole:

I think it's about, it's not just about the partnership prevention and family support element. I think there's a whole agency perspective needs to be brought into that, because we can't talk about one part of the service without talking about the other parts of the service ... It's been shaping the early intervention space, but people need to understand how that now connects with the rest of that spectrum ... We've got to now think agency-wide and how we integrate these things. (P74)

Over one tenth of respondents spoke about the need to simplify the language used by Tusla generally and the PPFS Programme in particular. The language at present is seen by some as authoritarian in nature:

I hate the term PPFS. It's very non-accessible to people ... I think it should be just something very simple, one sentence saying, you know, working with families for better solutions; like something really, really simple ... think we need to simplify the language and make it [a] less authoritarian kind of approach when you're talking about prevention. (P156)

Linked to this, the focus on child protection is an issue for some; indeed, a number of respondents indicated that education is needed for both the public and those who work in areas of support about the difference between the services that Tusla provide:

I think the communications would have to be very different in terms of what a child protection response is and what a child welfare response is, because for those preventative pieces of work ... So it's that piece about really clear communication about what side of the house is offering these strategies and these services. (P117)

The focus on child protection issues by senior figures in Tusla was identified by some as being deleterious to the public perception of the organisation:

I think Tusla themselves probably overplay the fact that, you know, there's a lot of negative publicity around Tusla at the moment. I think to their detriment focus a lot in their public speaking about all of the investigations, tribunal's enquiries around Tusla ... And I think that, you know, that's driving a kind of a public opinion that Tusla is under the cosh, and Tusla is failing in a way. You know I don't think Tusla necessarily is ... But I don't think Tusla serves itself well. (P148)

This linked to discussions of negative publicity around Tusla. Just under a third of all respondents believed that more needs to be made of the positive work that Tusla does:

I think the most key missing thing ... is that there needs to be a campaign of positive messaging in relation to Tusla is there to support you. Your local social worker is there to support you ... So I think positive messaging is a really important campaign. I think a campaign in terms of highlighting the brilliant practice that goes on around the country and the impact that has on children's lives ... In terms of PPFS, I think if you asked your randomer on the street, they wouldn't have a clue what PPFS is. That's the reality of it ... PPFS should be integrated in terms of the social work, in terms of the support package. This is what we can do for you, and this is what we want to do for you, and we're gonna make it as easy and supportive as possible. (P70)

For some, this meant the need for attention to identity. A quarter of respondents indicated that this is fundamental to public awareness, in the sense that Tusla is not just about child protection but is also about family support across a spectrum:

As a starter, people don't even know who Tusla is. So that was probably just even a starter; we were kind of saying, well that's something we have to do. I think there's just a whole identity issue that Tusla, we need to look at, because even within the agency, you know, still people will think, they don't maybe get [understand] that in every area there's a spectrum of service delivery, and that goes from PPFS right up to aftercare. And there's nearly an identity piece that I think we really need to work on ourselves before we go out to the public, because there's a risk that there'd be mixed messages given because we're still, you know, sort of clarifying our own identity as an agency I think. (P96)

#### **Summary**

Overall, the findings show that:

- Mechanisms to create awareness seem for the most part to be grounded in an area-based approach and focused on what will work best depending on the demographics and needs of local communities.
- There is a wide range of awareness-raising mechanisms being utilised at local level, although that is not to say that awareness-raising at the national level is absent.
- Various modes of media were identified most often as mechanisms for awareness-raising at national level
- Interagency networks and relationships at local level are significant.
- The existence and use of target strategies to increase awareness in specific cohorts of the
  population at local level are mixed, with some respondents indicating that it is important to
  target particular cohorts and other respondents maintaining that focus should be on a universal
  approach to the delivery of public awareness, to avoid the separation or stigmatisation of
  particular groups.
- A dearth of action in the area of public awareness was identified by a number of respondents in this study. However, recent progress in this area was acknowledged in the expansion of Tusla's communications team and ongoing development of a communications strategy.

In conclusion, the prominent view of Tusla's communication strategy going forward was that such a strategy should take account of the workings of the organisation as a whole, with PPFS being part of that work, rather than a specific focus on PPFS as a stand-alone piece. Community networks and FRCs were identified as channels through which communication could be targeted at local level. The importance of communications to the public and to the political sphere was noted.

For many respondents when speaking about public awareness more generally, there is also work to do on the identity of Tusla as being an organisation which is about more than just child protection, that Tusla's work is about supporting families and offering various services, and that PPFS is an approach to that work. For others, part of that branding exercise is the need for education on the work that Tusla does, with such education required for members of the public and those who work in support services. In addition, there is a view that any public awareness action should focus on the positive work being done by the agency across services and organisations, and that this focus on positivity should extend to being the focal point of public speaking in relation to Tusla and its work.

#### 3.5 HIQA Secondary Analysis (2014-16)

During the course of the research, Tusla was provided with a detailed content summary of all HIQA Child Protection and Welfare reports completed between 2014 and 2016. The findings on public awareness derived mostly from the theme of Child Centred Services, one of the six overall themes considered in the standards. From the content analysis, we identified five themes that pertained to public awareness:

- Awareness strategy is in place for the public.
- Awareness strategy is in place for external agencies.
- Information is available to the general public.
- Measures are in place around language barriers.
- Measures are in place around communication difficulties.

Table 11 provides a summary of the public awareness themes found in the HIQA reports under these headings. The findings showed diversity in local area approaches to public awareness. Of the 12 reports, one area had an awareness strategy in place for the general public, while three others had some measures in place. Eight areas had no such strategy. Overall, the HIQA report analysis shows that efforts had been made to raise awareness among professionals and practitioners in relation to child protection and welfare issues. However, this was not uniform: in some areas it was noted that some external agencies were unaware of what the referral process involved.

There was little evidence of a strategic approach being taken to raising awareness among the general population (including both service users and the wider population) about child abuse and how to access relevant services. Given that there was no explicit standard against which to measure actions relating to public awareness in a systematic way, the data presented here should be viewed as advisory and exploratory. Its main contribution is to raise awareness of the need for attention to this practice and to consider where in the standards public awareness activity is best placed and measured into the future.

It is of interest to note that there is no formal measure of public awareness built into HIQA Standards for Child Protection and Welfare under any of the 6 themes. There is also very limited formal measure in the standard to capture evidence of early intervention and family support services. For example, prevention is mentioned in limited areas, such as:

Standard 2.4.4. The service promotes and supports early intervention for child protection and welfare concerns, to identify and support families when there are early indications of concerns about the welfare of children. (HIQA, 2012, 22)

Incorporation of both of these elements into the Standards would allow for a measure that would provide evidence going forward that can be tracked to establish progress in raising awareness and in delivering PPFS services. This could serve as one way to formally evaluate public awareness activities that are put in place based on the outcomes of the research.

Table 11: Summary of the Public Awareness Themes Found in the HIQA Reports

Areas	The	emes	;												
	Awareness strategy in place for public		Awareness strategy in place for external agencies <sup>8</sup>			Information available to the general public <sup>9</sup>			Measures in place around language barriers			Measures in place around communication difficulties <sup>10</sup>			
	Υ	Ν	Some	Υ	Ν	Some	Υ	Ν	Some	Υ	Ν	Some	Υ	N	Some
Sligo/Leitrim West Cavan		~		~					<b>'</b>	~				~	
Midwest		1				<b>/</b>			<b>V</b>		1				~
Midlands		1			~		1			~				~	
Dublin South East/Wicklow		•		•				•				~		•	
Dublin North			<b>/</b>			<b>/</b>		<b>/</b>				<b>V</b>		/	
Louth/Meath		1		1				1				<b>/</b>	-	-	-
Direct Provision Centres <sup>11</sup>		~				•		•				~	-	-	-
Cork			<b>/</b>	1					<b>/</b>			<b>/</b>		<b>/</b>	
Mayo	1			1			1			~					<b>V</b>
Donegal			<b>'</b>	1					<b>'</b>	~			1		
Dublin North City		1				<b>/</b>			<b>/</b>			<b>V</b>		~	
Kerry		1		1				~				<b>V</b>	-	-	-

<sup>&</sup>lt;sup>8</sup> This includes where the agencies are involved in raising awareness among the public or that efforts were being made to raise awareness about child protection and welfare issues in this cohort.

<sup>&</sup>lt;sup>9</sup> These include the availability of leaflets in Tusla offices on services and families' rights.

<sup>&</sup>lt;sup>10</sup> These include individuals with hearing difficulties and visual impairments.

<sup>&</sup>lt;sup>11</sup> The areas included in this were Louth/Meath, the Midlands, Sligo/Leitrim/West Cavan and Dublin North City.

4



# Discussion of Findings

#### 4.1 Introduction

The aim of this section is to discuss the findings and consider their implications for Tusla regarding future public awareness activity. As set out in Chapter 1, our research questions were:

- Do the public understand Tusla's role, purpose and processes (of how to access services, for example)?
- How can the public be made more aware of Tusla with a view to ensuring the service is maximised as a means of enhancing child and family well-being?
- What mechanisms work best for informing the public (e.g., website, community events, leaflets, advertisement)?
- How has the public's level of awareness changed at end of 2017?
- How best can Tusla develop its public awareness activities into the future?

In the discussion, we group the questions together to discuss three main themes from this research:

- Theme One: Public awareness, understanding and knowledge of the role, purpose and processes of Tusla Family Support Service.
- Theme Two: How can the public be made more aware of Tusla with a view to ensuring the service is maximised as a means of enhancing child and family well-being / Mechanisms that work best to inform the public.
- Theme Three: How can findings of this study inform Tusla's public awareness activity into the future?

Where relevant, literature and research are referred to, to support or contextualise findings and to inform recommendations that are introduced in Chapter 4 and summarised in the conclusion in Chapter 5.

#### 4.2 Theme One: Public Awareness, Understanding and Knowledge of the Role, Purpose and Processes of Tusla Family Support Service

The surveys provided the most concrete evidence of change in awareness of Tusla from 2015 to 2018 with regard to what the agency does and what help it can provide for families. There is increased awareness of the fact that it is Tusla's role to support children and families, and there is growing albeit gradual awareness that Tusla provides a range of services from family support through to child protection and services for children in care. This awareness is beginning to show also through the media reporting of the PPFS work of Tusla, though this is an area in need of further in-depth analysis. The stakeholders interviewed show keen awareness of the importance of Tusla's dual communication strategy with regard to creating awareness with stakeholders vis-à-vis awareness among the general public, and important insights are provided in the qualitative findings that should inform those planning further communication and public engagement. The importance of having mechanisms to measure and report on these strategies is implied from the HIQA analysis and in the literature review (see for example Dumesnil & Verger, 2009; Chambers et al., 2005).

Overall, the public know more about Tusla and PPFS in 2018 than in 2015. The public in 2018 are more likely to associate PPFS with early intervention, prevention and partnership, showing increased knowledge of what each of these elements of PPFS entails. However, the findings suggest that the public do not necessarily know specifically what family support in Tulsa means, or to differentiate family support from child protection and working with children in care, for example.

The public are generally more aware of what early intervention and partnership are, and they are more aware of Meitheal. The public tend to view family support as something that is offered through generic services such as the GP. Another strong trend shown in the survey results, the media newspaper analysis, and the interviews is the connection the public make between child protection and family support. The data shows strong evidence that while there is change in awareness of PPFS generally and family resource centres specifically, most people associate the work of Tusla with social work, child protection, and work with children in care. This is not just among the general public but also among media reporters at local and national newspapers. Here we also see a strong correlation between family support and child protection in how reporting about PPFS is carried out.

Another significant finding for Tusla is the reminder from the survey in particular that the main source of family support is not from the organisation or other community and voluntary services. Most family support in Ireland is delivered and received via informal networks such as family, and this reliance has increased from 2015 to 2018, based on the survey findings. The newspaper media, as one major source of public awareness and understanding about PPFS and Tusla, have an important role to play in the extent to which PPFS is reported in national and local newspapers and the way this reporting is presented.

The need for wider studies of different forms of media and their impact on understanding and awareness is also highlighted. Our findings raise a number of important key messages relating to knowledge, understanding, and awareness about Tusla PPFS.

- Message 1: The public understanding of PPFS differs somewhat from professional constructions.
- Message 2: The relationship between child protection and family support needs to be clearer.
- Message 3: The relationship between Family Support and Generic Universal Services needs to be considered.
- Message 4: Most family support in Ireland is delivered through family and informal support networks.
- Message 5: Particular attention should be paid to media reporting of PPFS at national and local level.

# Message 1: The fact that public understanding of PPFS differs somewhat from professional constructions should inform our thinking and practice.

We need to take cognisance of the fact that there is a dissonance between how family support is theoretically constructed and how the public describe and understand it. It is already established that 'family support' as a concept is difficult to define (Canavan et al., 2016; Devaney, 2011, Frost et al, 2015). Canavan et al. (2016) articulate clearly the relationship between family support as a concept in the context of wider civil society and state-family relations. The findings from this study strongly suggest that what we think professionally and how we categorise family support is not along the same lines as how the public think about family support. There is a need to consider in more depth the relationship between professionally constructed explanations and publicly generated understanding, as shown in the survey results especially (Canavan, McGregor & Nic Gabhainn, 2018).

# Message 2: The relationship between child protection and family support needs to be communicated more clearly

The findings clearly indicate the need for greater clarification of the relationship between child protection and family support that can then be communicated to the public in general as well as to the media and

other target groups. Work has already progressed in this regard in terms of how Tusla has developed its National Service Framework, as reflected in the Tusla Corporate Plan, 2018–2020. Work has also been completed on the common principles that underpin Meitheal, the family support model of practice, and Signs of Safety, the child protection and welfare model of practice. Indeed, the development of PPFS alongside the child protection and welfare provision of Tusla in Ireland resonates strongly with developments in other countries internationally, where all systems represent some balance between protecting and supporting families triangulated with children's rights to one degree or another (see Parton, 2017; Daly et al., 2015, Gilbert et al., 2011).

It is increasingly recognised that family support and child protection are not linear, separate paths, even though discursively they have historically developed this way (see Devaney & McGregor, 2017; Devaney, 2011; Skehill, 2004). The duality of support and protection in working with children and families has been long established (see e.g. Parton, 1991; Donzelot, 1979). One may argue that somehow, while not using the theoretical language involved, the public understand family support and child protection in this way also as interconnected and overlapping. But public understanding is persistently weighted towards a lens of child protection, and this is reflected also in the way PPFS and Tusla are reported in the newspaper media. This points to the need to explain more clearly this persistent and symbiotic relationship between support and protection with children and families. This explanation needs to capture the dual role of Tusla as a child protection, welfare and family support organisation which promotes and supports families and well-being while also regulating and managing risk in the interests of protecting children from harm.

# Message 3: The relationship between Family Support and Universal Services (e.g. GP) needs to be communicated more clearly.

The correlation between family support and universal support services suggests the need to revisit how we conceptualise family support as a tiered model delivered at different levels (Hardiker et al, 1991), and to consider how a public health model can enhance the scope of PPFS as an early intervention and prevention approach (Lonne et al, 2018). This requires greater working in partnership with universal services such as GP and PHN, and development of strategies that enable this. Co-training and education of professionals such as GPs, PHNs, family support workers, social care workers, and social workers is also important from this perspective to enhance collaborative working.

# Message 4: Most family support in Ireland is delivered through family and informal support networks.

The study findings offer a reminder that most families do not rely on Tusla for support or protection services, and highlight the significance of informal family support (Dolan et al., 2018; Dolan & McGrath, 2006; Jack, 2000) and the fact that the general population will receive their family support from their own internal networks and resources. This reinforces the importance of practical, material, and social support for families and local communities in Ireland to ensure they are best equipped to sustain and maintain support to those in need of it. This indicates the need for greater engagement from government agencies that support families in relation to housing, welfare, and health to ensure greater investment in supporting extended families who act as the best source of early intervention and prevention for children and families who experience need and risk. This supports findings from major recent research in the UK showing the links between child maltreatment and poverty and the need to engage with the wider social context of children and families and in a preventative way (Bywaters et al, 2018, Morris et al, 2018).

#### Message 5: Attention to media reporting of PPFS at national and local level is important.

When we consider specifically how the media reports on the work of Tusla through newspapers, we gain an insight into how awareness about Tusla can be influenced. Any such strategy needs to take into account the complexity involved in communication on this topic (see e.g. Severin & Tankard, 2000; Shoemaker & Reese, 1996). The media newspaper analysis shows mixed results in knowledge about PPFS, with some indicators demonstrating a move towards greater understanding of family support.

There is also a tendency towards more positive reporting on Tusla's family support activities. This is more evidenced in local news reporting. The study also shows that the media are changing their level of awareness and reporting on issues of family support, child protection, prevention, and early intervention. The media study shows the emergence of communication patterns, and potential causes and effects in turn begin to develop.

One could argue from the findings that the media is framing the work of Tusla in that it draws public attention to certain topics (Gupta Om, 2006). A frame represents the way the media and media gatekeepers organise and present issues and the way audiences interpret those issues – in this instance, child protection and family support. These frames are abstract notions that structure social meaning and influence the audience's perception of news. Framing theory is based on the premise that the media focuses on certain events and places them in a field of meaning (Goffman, 1974). Effects of frames on news audiences suggest that exposure to news coverage can result in learning consistent with frames structuring that coverage (Baran & Davis, 2012). News coverage strongly influences the way that audiences understand news, and this is especially true of news involving highly publicised events and the way news is framed to the general public.

Communication theory and knowledge relating to public awareness activity, considered in the media study and literature review, highlight the need for careful consideration of how the work of Tusla is communicated and how the messages are targeted: 'Communication increasingly defines what we do, how we do it, and even who we are individually, socially and culturally' (Riffe, Stephen, & Frederick, 2014: 13). The findings from the interviews with stakeholders give additional rich and informative insights into how Tusla can develop its communication strategy to raise awareness and, in so doing, carry out a public education function also in communication and explanation of the role and purpose of Tusla overall. The literature strongly supports the necessity for communication and awareness strategies and campaigns to be informed by strong theoretical foundations in order to increase the chances of their objectives being met (e.g. Cismaru & Lavack, 2011; Dumesnil & Verger, 2009; Campbell & Manganello, 2006; Hoefnagels & Mudde, 2000).

# 4.3 Theme Two: Which mechanisms can be used to inform the public about Tusla in ways that will maximise service utilisation and enhance child and family well-being?

From the findings, many mechanisms have been identified that inform the public and increase their levels of awareness. Findings from each aspect of this study make a contribution to answering this question. Six messages can be derived from these findings.

- Message 1: A variety of mechanisms and strategies should be used to inform the public.
- Message 2: Clarity of purpose and rationale is important in a communication strategy.
- Message 3: Specific strategies are needed for creating awareness among young people.
- Message 4: Campaigns and awareness activities need to include a focus on targeted populations.
- Message 5: Public awareness activities and campaigns should have an evaluation plan.
- Message 6: Public awareness work needs to capture the values and identity of Tusla in public awareness work.

#### Message 1: A variety of mechanisms and strategies should be used.

The need to use a variety of mechanisms and strategies for public awareness is highlighted in the results of the survey, the interviews, and the literature review. In addition, the findings from the HIQA report provide evidence of existing practice used to inform the public even though there is not presently a separate standard to measure this. As affirmed by the literature on this subject, the most effective public

awareness campaigns are characterised by the inclusion of a mix of strategies, including educational material, media campaign, television, and gatekeeper training (Pirruccello, 2010; Dumesnil & Verger, 2009).

With regard to informing the public, social media and the website were the two most cited mechanisms for informing both the adult and youth population in the survey. Another primary source for informing adults was the TV and newspapers, at 63.1% and 44.1% respectively. Advertisements were another important source for adult information (44.6%) but not so much for young people (12.2%). While HIQA and stakeholder feedback refer to leaflets as a primary source of information-raising, in the survey this was seen as important by less than a third for informing the adult population and by 12.6% for informing young people. Radio featured very little in the survey or the feedback from stakeholders as a means of informing the public.

An interesting difference was noted in relation to informing the public and finding out about services. The survey findings show that most of the adult population find out about services from the website (50.9%), followed by social media (29.7%) and family and friends (28.7%). While the survey results put less emphasis on leaflets and events, the stakeholders identified these as two important ways to inform the public and for people to find out about Tusla services. The responses from the stakeholders reflect the range of mechanisms that are available to use, and also bring forth the importance of the two-prong approach of a national and local approach to awareness-raising and information provision about services. Some mechanisms are clearly more suitable at local level, such as engaging community groups, interagency work, events, and presentations, while others are more suitable for national level, such as newspapers, website, social media, and TV.

#### Message 2: Clarity of purpose and rationale is important in a communication strategy.

As mentioned in the findings section, the need for a systematic and conceptual rationale to guide choices of what mechanisms are used is emphasised. Public awareness activities can be used to reframe a negative or difficult subject or can be about publicising new developments in order to influence or change behaviour. Campaigns can include imaginative, visual, or engaging designs, with messages usually aimed at developing control and compliance among a targeted audience in a safe environment (Vineburgh, 2004). Public awareness campaigns can also be used by governments to impact public attitudes, values, and behaviours in order to achieve specific outcomes (Campbell & Manganello, 2006). They can also potentially influence goals, including agenda-setting and raising awareness in wider society (Hoefnagels & Mudde, 2000).

#### Message 3: Specific strategies are needed for creating awareness among young people.

The research did not set out to differentiate between adult and youth populations, and was for the most part concentrated on the adult population. However, some important results have emerged. For example, the 2018 survey results show that the public view the requirements for awareness-raising and information-sharing with young people to be distinct from those used with the adult population. It is of particular interest to note that the public view is that school is an important source of information for young people, according to the 2018 survey results. 74.4% consider school to be the best way to inform children and young people about services. The role of schools to inform young people is also noted in the interviews with stakeholders.

In the literature, the role of schools as mechanisms for creating awareness is explored in detail in relation to various themes. School campaigns aimed at young people are usually implemented using a variety of methods, including workshops and professional development programmes (Hickie et al., 2007; Wyn et al., 2000). School programmes need to account for local cultural context, student abilities, and timetable availability of young people prior to undertaking such interventions. Some campaigns have targeted children alone but also parents and teachers (Hoven et al., 2008). The internet has been used successfully in targeting young people, as they are able to avail of immediate feedback, access information, and deal

with sensitive topics. Technology-based interventions appear to be effectively appealing and engaging for young people (Collin et al., 2011; Wright et al., 2006).

#### Message 4: Campaigns and awareness activities need to include a focus on targeted populations.

While universal activities can be used, the evidence suggests that there is also a need to have a focused strategy for selected target populations. This has come up specifically in the literature review and in the stakeholders' interviews. The importance of a targeted approach is consistent in many public awareness campaigns, as detailed above and emphasised in the interview findings in particular. Interviewees in particular suggested a number of creative measures, such as: networking and interagency working; leaflets and ads; work through the communications team at Tusla; use of Family Resource Centres and other local organisations; and differentiated national and local strategies to engage different populations. The groups that should be targeted were generally referred to with regard to specific age, need, and diversity in terms of language and ethnicity. The need to focus on parents with particular challenges, such as teen parents, parents experiencing domestic violence, parents who have addiction problems, and families who are homeless was also emphasised in the interviews. The need to avoid stigmatisation is also highlighted in the interview findings and emphasised in the literature.

#### Message 5: Public awareness activities and campaigns should have an evaluation plan.

Actions decided on should be agreed as part of an overall strategy that can be evaluated, although developing sound evaluations is challenging (Kakuma et al., 2010; Self-Brown et al., 2008; Graffunder et al., 2004). Even though awareness campaigns are widely used, their impact remains unclear (Jorm, 2012; Van der Feltz-Cornelis et al., 2011). Generally, it is argued that the impact of public awareness campaigns may be restricted over time and can have short-term but not long-term effects (Yamaguchi et al., 2011; Dumesnil & Verger, 2009). Also, while campaigns can increase knowledge, this does not necessarily impact on people's attitudes, intentions, and help-seeking behaviours (Collin et al., 2011; Rheingold et al., 2007). There is in fact only slight support to the assumption that a tailored media campaign actually modifies attitudes or behaviours (Jorm, 2012; Mancini et al., 2006). Further, Sanders (1999) argued that media campaigns can be effective for people with sufficient personal resources (intellect, motivation, time) to implement the messages, but that this was not sufficient for people with behavioural, psychological, or mental health issues.

Literature also suggests a lack of evidence-based strategies due to a paucity in systematic evaluations (Kakuma et al., 2010; Self-Brown et al., 2008; Graffunder et al., 2004). Although the evidence suggested that measurement of impact and effect is challenging, programme evaluation remains an important consideration, as it enables policymakers and service providers to determine the effectiveness of their awareness-raising work. It can also increase campaign credibility. Evaluations can measure the direct effect or impact of a programme according to its aims and objectives. Currently public awareness campaigns are evaluated using various methodologies, including randomised control trials (Wasserman et al., 2012; Prinz et al., 2009; Sanders, 2008, 1999). Yet Dumesnil and Verger (2009) state that the collective nature of public awareness campaigns makes it impossible to effectively allocate individuals randomly for such an evaluation. Evaluations need to include a control group in order to attribute any changes to a campaign, and these designs can be expensive and find it difficult to secure funding (Campbell & Manganello, 2006). Studies using pre- and post-intervention comparisons together with a control group are also common evaluation methodologies (Hickie et al., 2007) but can be limited due to loss of follow-up participants (Dumesnil & Verger, 2009). Public awareness impact can be garnered through the use of telephone surveys at two or three points in time (Prinz et al., 2009; Gadomski et al., 2001), monthly panel data, monthly statistics (Matsubayashi et al., 2014), tailored surveys, and questionnaires (Self-Brown et al., 2008).

Evaluations often include different stages and use mixed methods to gather information. Qualitative components often evaluate the experience of individuals through the use of interviews and focus groups (Collin et al., 2011; Self-Brown et al., 2008; Rheingold et al., 2007; Wright et al., 2006; Gadomski et al.,

2001), open-ended questions (Wasserman et al., 2012), and consultation forums (Wright et al., 2006). Mixed methods have been applied using a nationwide survey, pre- and post-intervention, paired with interviews with the target audience (Self-Brown et al., 2008; Usdin et al., 2005) and cross-sectional telephone surveys (Wright et al., 2006). Online interventions include evaluating website statistics, specifically focusing on site visits, number of users, geographical location of users, pages viewed, and time spent. Web surveys can capture the perceptions of more diverse samples (Potter et al., 2009).

A further aspect of programme evaluations is to clearly define the outcomes being evaluated. Evaluations need to consider the desired outcomes and whether they are short-term, intermediate, or long-term (Chambers et al., 2009). For example, MacMillan et al. (2009) suggest that parental self-reports and child behaviour reports are overly relied upon. Measuring risk factors only in the case of child maltreatment is insufficient: maltreatment outcomes and health-related outcomes also need to be addressed. This suggests a thorough analysis needs to be carried out when designing an evaluation in order to determine the most appropriate outcomes which provide an objective, reliable, unbiased evaluation that reports the actual impact and effectiveness of a campaign. Outcome evaluations clearly demonstrating programme effectiveness and success can enable policymakers and funders to invest in and seriously consider the results.

As mentioned, evaluations of public awareness campaigns have several limitations, including non-randomised samples, low response rates, and small sample sizes. Additionally, instruments used for evaluations are not standardised or validated (Dumesnil & Verger, 2009; Self-Brown et al., 2008). Evaluations under real-world conditions with limited budgets can be challenging, and this can result in campaigns not being evaluated in systematic ways (Potter et al., 2009). This should not however lead to the assumption that a campaign is ineffective (Wurtele, 2009). A further limitation involves the timing of post-evaluation testing, which has ranged between one month (Potter et al., 2009; Rheingold et al., 2007), three years (Vaughan & Hansen, 2004), and over nine years (Wang et al., 2013). Attitudinal and behaviour changes are rarely evaluated beyond six months (Dumesnil & Verger, 2009). The duration of a campaign can affect the proposed outcomes. Long-term campaigns appear to be able to change knowledge, attitudes, beliefs, and help-seeking behaviours.

#### Message 6: Capture the values and identity of Tusla in public awareness work.

For Tusla, the aim of public awareness activity includes both an attempt to reframe a negative perception and to publicise new developments such as PPFS. The stakeholder interviews in particular emphasise this challenge for Tusla. The importance of PPFS awareness work being framed with the values of Tusla and in an integrated way was referred to, and this also arises in the literature. Stakeholders also noted the need for an awareness strategy to create a way to not only give information but to receive information and feedback and to engage in two-way communication with the public. With regard to the identity of Tusla that stakeholders discussed, it is necessary to acknowledge the wider context of public awareness about the Irish child protection and welfare system including its history and legacy (McGregor, 2014).

# 4.4 Theme Three: How can findings of this study inform Tusla's public awareness activity into the future?

So far, the key findings from the Public Awareness Work Package tell us that the public are more aware of Tusla, PPFS, Early Intervention, and Meitheal in 2018 than in 2015. The public do not clearly differentiate family support from child protection and children in care. Family support is understood by the public with regard to a focus on one's own family, generic supports, and Child Protection. Newspaper reporting also shows a tendency to connect PPFS with child protection. Newspaper coverage shows there are multiple 'stories' associated with Tusla and that those covering PPFS tend to be more positive overall. A range of mechanisms and strategies can be used at local and national level to inform the public. Strategies and mechanisms need to consider how they can be universal and targeted to those most likely to need PPFS services. Newspaper coverage differs at national and local level, and the need for greater attention to engaging with the different media nationally and locally is highlighted in the findings. The research

has identified a number of strategies available to best inform the public that can inform present and future practice. As outlined in greater detail in McGregor & Nic Gabhainn (2018) specific differentiation is needed between adults' and young people's awareness and rural and urban strategies in particular. Publicity campaigns and awareness activities should be targeted to groups, with a focus on differences in age, language, ethnicity, and specific areas of need (teen parenting, addiction, homelessness, and domestic violence, for example) in a way that values diversity and minimises stigmatisation. Findings and analysis should directly inform current public awareness work in the short, medium and long term for Tusla.

In the short term, we propose that the findings be used to inform the present work on public awareness by Tusla (see https://www.tusla.ie/services/family-community-support/prevention-partnership-and-family-support-programme/public-awareness/). We propose that strategies be differentiated specifically between rural and urban contexts and strategies for youth awareness alongside those aimed at the adult population and their families. The potential opportunities for working in partnership with schools in relation to public awareness amongst young people of services and how to seek help should be taken into consideration in any future strategy.

In the medium term, we propose that the findings can be used to inform the development of a systematic publicity campaign or strategic set of awareness-raising activities, in terms of design, implementation, and evaluation. To do this, how the different aspects of the system align – PPFS and CPWS (Child Protection and Welfare Strategy) in particular – must be clearly communicated and explained to the public. The findings suggest that Tusla may reconsider the original change from public education to public awareness into the future, and commit to developing a programme that includes an educative aspect. We also propose that a recommendation be made to HIQA to include more explicit measurements of public awareness activity and of family support and prevention actions within the Child Protection and Welfare Standards (HIQA, 2012).

In the long term, the findings can inform how Tusla achieves its overall goals for achieving better outcomes for children and families, on the basis that greater awareness of services and knowledge about how to access them should result in greater engagement. The need for a targeted and nuanced strategy in this regard is emphasised, with the additional resource put into engaging children and families who are less likely to have their own strong support networks and more likely to need services. This is challenging and needs to be done in a way that does not stigmatise certain groups either. While it can be difficult to evaluate the impact of a publicity campaign, the findings suggest that investment in this area is essential so that Tusla can gauge over time how best to inform the public and different groups in the population. In so doing, engagement with the public in the present day needs to include in its strategy an acknowledgment and ownership of its inherited history, as it is a core feature of the agency's identity.

# 5



## Conclusion

This report has sought to provide an overview of the main findings of the Public Awareness Work Package, drawing together the findings from the mixed methods applied. This final chapter provides an overview of the Work Package questions and methods (5.1), followed by a commentary on the process implementation (5.2). Section 5.3 summarises the main outputs of the research and its impact. Section 5.4 discusses unexpected and unintended consequences of the research, and Section 5.5 briefly comments on embeddedness and sustainability. Section 5.6 provides a summary of the key messages from the research. Section 5.7 concludes the chapter with a commentary on recommendations for practice.

#### 5.1 Brief Overview of Work Package Questions and Methods

The overall research and evaluation question for the Public Awareness Work Package is: What is the current level of knowledge among the public about Tusla in 2015? The questions related specifically to the PPFS services in Tusla but also had a wider remit around general awareness of Tusla as a child and family agency. The specific questions focused on: public understanding of Tusla's role, purpose, and processes (of how to access services, for example); mechanisms for informing the public; and level of change in public awareness during the course of the study. In the original plan, another question was included: What impact will a publicity campaign have? However, this question was removed, as a publicity campaign about PPFS has not yet commenced. Instead, a series of public awareness activities were developed. This question was replaced in 2016–17 as: How best can Tusla develop its public awareness activities into the future?

#### 5.2 Process Implementation

With regard to the level and quality of process implementation, the Public Awareness Work Package involved participation with a working group throughout. However, for a large part of the project period, there was significant change in constituent members and the personnel involved. At times, work progressed via direct liaison with the Tusla project lead. The publicity campaign implementation and evaluation did not happen, because of a decision that it was necessary for Tusla to focus on awareness among stakeholders in the first instance. A draft communication strategy in 2015 helped to scribe this positioning but was not finalised. With the assistance of the working group, a revised mixed methodology was agreed and new elements were added, including a media analysis and a HIQA report analysis. Since late 2016, there has been an active working group made up of representatives from RIMs and from the Communications Department. This has helped to support implementation, and presently progress is being made in the work of Tusla on public awareness. Specifically, information packs for local areas on how to raise awareness have been developed, and a Public Awareness Week for September 2018 has been planned.

Tusla's website has also been developed during the course of the study. A Parenting24seven site was developed in 2015, and Appendix 1 shows there was increased usage over the six-month period from August 2017 to January 2018. The Parenting24seven home page received 4,017 page views, making it the 75th most viewed page on Tusla's website. Overall access to the pages for PPFS has increased, as shown in Appendix 2. Family Support page views increased from 9,418 in 2014/2015 to 14,598 in 2017/2018. Meitheal Forms and Guidance Document page views increased from 4,162 in 2014/2015 to 9,039 in 2017/2018. Participation Resources page views increased from 2,851 in 2014/2015 to 3,176 in 2017/2018.

PPFS Programme pages were created on 26 July 2017 has and have received a total of 7,582 page views. Public Awareness page views amounted to 690.

#### 5.3 Impact and Outcomes

The outcome of this Work Package is that we have better understanding of public knowledge and of Tusla's PPFS Programme. We also have increased understanding of how media coverage can enhance our understanding and be used to influence public awareness.

The overall impact of the research is that it has led to greater knowledge and understanding for the national communications team and for Tusla national and regional managers about the levels of public awareness, patterns of help-seeking, and actions that are likely to lead to greater awareness and understanding.

The research has identified a number of practical strategies that can inform current public awareness work in the short, medium and long term for Tusla. It has shown the importance of a differentiated approach for awareness-raising with adults and young people and also for urban and rural areas.

The findings have made it clear that publicity campaigns and awareness activities should be targeted in a way that values diversity and minimises stigmatisation. The findings also emphasise the necessity for awareness-raising with key stakeholders, including other government departments, politicians, and universal services.

The need for Tusla to take an advocacy role to encourage greater engagement with and responsibility for family support across the statutory sector especially is evident. Just as the child protection and welfare strategy and Children First emphasise that child protection is everybody's business, a similar messaging that family support is also everybody's business is important. Following from this, the findings of this work adds impetus to the need for Tusla to work in its next 5 year plan to set out more clearly the complementary relationship between PPFS and the CPWS in general and practice models of Meitheal and Signs of Safety in particular.

#### 5.4 Unintended consequences, positive and negative, that have arisen

One of the positive unintended consequences of the research has been a shift to greater focus on public awareness activity, based mainly on feedback from participants at the Dissemination event in February 2017. (See http://www.childandfamilyresearch.ie/cfrc/mainstream/ourworktodate/) This was instrumental in broadening the Public Awareness work from a national focus to incorporate also a stronger input in relation to local, ground-level awareness activities. Another unintended consequence has been that in the absence of running the planned campaign, we have spent more time researching the literature on campaigning and how it might be evaluated. This means that were Tusla to launch a major publicity campaign now, it would be more firmly based on a strong evidence base from this research.

#### 5.5 Embeddedness and sustainability

The findings of this work add impetus to the need for Tusla to continue to establish a stronger and more explicit alignment of PPFS and the CPWS in the ongoing development of the National Service Delivery Model and the Overall Corporate Plan.

#### 5.6 Learning and Recommendations

In Chapter 4, we provided detailed commentary on how the findings inform the objectives of this study. Within that, various key messages have been delivered that can inform learning and actions. Table 12 below provides a summary of these messages.

**Table 12: Summary of Key Messages** 

	Themes	Key Messages					
1	Public Awareness, Understanding and	Need for greater clarification of the relationship between child protection and family support.					
	Knowledge of the Role, Purpose and Processes of Tusla	Need to Consider relationship between Family Support and Universal Services.					
	Family Support Service	The public understanding of PPFS differs somewhat to professional constructions.					
		Most family support in Ireland is delivered through family and informal support networks.					
		Particular attention should be paid to media reporting of PPFS at national and local level.					
2	How can the public	A variety of Mechanisms and Strategies should be used.					
	be made more aware of Tusla with a view	Clarity of purpose and rationale is important.					
to ensuring	to ensuring the service is maximised	Specific strategies are needed for creating awareness among young people.					
	as a means of enhancing child and family well-being	Campaigns and awareness activities need to include a focus on targeted populations.					
	/ Mechanisms that work best to inform	Public Awareness activities and campaigns should have an evaluation plan.					
	the public	Capture the values and identity of Tusla in Public Awareness work.					
3	How can findings	Short Term:					
	from this study inform Tusla's Public	<ul> <li>Use research to inform work on Public Awareness Week 2018.</li> </ul>					
	Awareness activity	Develop targeted strategy for youth and rural-urban context.					
	into the future?	<ul> <li>Engage with schools re youth public awareness.</li> </ul>					
		Medium Term:					
		<ul> <li>Use research to inform design and delivery of a Public Awareness Campaign.</li> </ul>					
		<ul> <li>Advocate for inclusion of standards for Public Awareness and greater visibility of PPFS in HIQA Child Protection and Welfare Standards.</li> </ul>					
		Long Term:					
		Have evaluation mechanisms in place.					
		<ul> <li>Consider how study can inform wider culture change regarding identity and ethos.</li> </ul>					

By way of conclusion, we highlight some major recommendations based on the findings for the policy level, for Tusla, and for practice.

#### · Policy Level

We have noted that there is no formal measure of public awareness built into HIQA Standards for Child Protection and Welfare under any of the six themes. There are also very limited formal measures in the standard to capture evidence of early intervention and family support services. For example, prevention is mentioned in limited areas such as:

Standard 2.4.4. The service promotes and supports early intervention for child protection and welfare concerns, to identify and support families when there are early indications of concerns about the welfare of children. (HIQA, 2012: 22)

We recommend the incorporation of both of these elements into the Standards to allow for a measure that would provide evidence going forward that can be tracked to establish progress in raising awareness and in delivering PPFS services. This could serve as one way to formally evaluate public awareness activities that are put in place based on the outcomes of the research.

The evidence from this Work Package is strong in showing the extent to which families rely on their own networks for help. We recommend that this be emphasised in publicity work by Tusla. It should also be used to advocate strongly for partnership working and improved general support services to families from other Government departments responsible for family and community support.

#### Tusla as an Organisation

The findings clearly indicate the need for greater clarification of the relationship between child protection and family support that can be communicated to the public in general as well as to the media and other target groups such as politicians, educators, policy makers. It is important going forward that a focus is placed on making more clear that while Meitheal and Signs of Safety are two distinct models of practice aimed at preventative and protective work respectively, they are complementary approaches.

The media play a key role in influencing public knowledge, understanding, and perception. The media and the public more generally need to be educated more about what family support is and how it relates to child protection in the context of the overall services of Tusla. We recommend that greater partnership working with the media through local and national events be established as part of the ongoing public awareness work.

The findings show that when the public need help outside of their own families, it is more generic than specialist services that they consider. We recommend that consideration be given to how Tusla can ensure high levels of knowledge and awareness of PPFS services among GPs and PHNs for example for adults, and among schools and teachers for young people.

The package has offered clear guidance on how an evaluation of public awareness activity can be designed and carried out. We recommend that a clear evaluation plan for Public Awareness Week in the short term, and the agency communication and awareness strategy in the medium to long term, should be devised based on this work.

#### Practice

The need for using a variety of mechanisms for communications is highlighted in the results of the survey, the interviews, and the literature review. The range of mechanisms and their benefits and limitations should inform short- and long-term strategising at local and national level. We recommend that presentations on the public awareness research findings should be made to Tusla and other key stakeholders relating to how we can best inform the public. This should be developed to inform Public Awareness Week in the short term, and the communication strategy for Tusla in the medium and long term.

With reference to young people specifically, the public view is that school is an important source of information for young people according to the 2018 survey results. We recommend that the role of schools in creating and maintaining greater awareness among young people be considered in partnership with teachers and the Department of Education.

As a result of the research, we have also extended the study to include a PhD study to examine more deeply the processes of media reporting about PPFS and how it influences public awareness, knowledge, and understanding. We recommend that further research be considered to inform how Tusla communicates to the public about its overall services, demonstrating its dual role of supporting children and families and protecting children in Ireland. Such empirical research has potential to inform international practice on delivering holistic child protection, welfare, and family support services.

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# Appendix 1

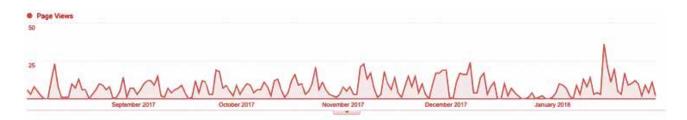
# Analysis of Visits to Parenting 24 seven for 6 Months, August 2017 to January 2018.

During the 6 months to the end of January 2018, the Parenting24seven home page received 4,017 page views. This represents the 75th most visited page on the website during the 6-month period.

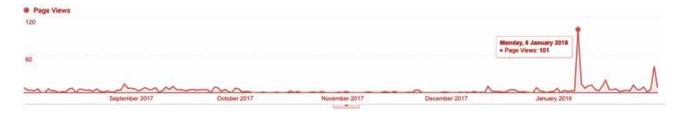
There are three main pathways to access Parenting24seven:

- Directly by entering with URL www.parenting24seven.ie or www.tusla.ie/parenting24seven
- Via the 'Call to Action' on the Tusla website home page.
- Via the Family Support section on the Tusla website.

Traffic accessing Parenting24seven via www.parenting24seven.ie or www.tusla.ie/parenting24seven: 1,391 page views.

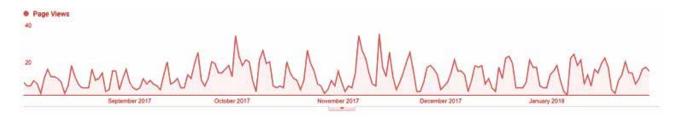


Traffic accessing Parenting24seven via Tusla website home page Call to Action: 689 page views.\*



<sup>\*</sup>The call to action button was used for other purposes during some of this period.

Traffic accessing Parenting24seven via Family Support section on the Tusla Website: 1,937 page views.



### Parenting24seven videos

Detailed below are the number of views of the various Parenting24seven-related videos which are accessible via the Parenting24seven website and by search on YouTube.

#### Parenting24seven Promotion Video

2,293 views (since 2 June 2015)



#### **Positive Parenting Video**

1,304 views (since 18 May 2015)



#### A Teen Tells Their Story Video

589 views (since 18 May 2015)



#### Attachment and Bonding Video

2,682 views (since 18 May 2015)



# Appendix 2

## Analysis of Visits to Tusla Website pages

