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President of the Board

Rainbow Cottage Early Childhood Centre Inc

RE: Rainbow Cottage Early Childhood Centre

Email: ██████████@hotmail.com

Dear Ms ██████████

Show Cause Notice – Proposed Compliance Action

1. I am a delegate of the ACT Regulatory Authority (the Authority), also known as Children's Education and Care Assurance (CECA).
2. As you are aware, the Authority is the regulator of education and care services in the ACT and has the responsibility of monitoring and enforcing compliance with the *Education and Care Services National Law* (the *Law*). One of the Authority's roles is to investigate suspected offences under the *Law*.
3. The Authority is currently investigating multiple suspected offences at Rainbow Cottage Early Childhood Centre – SE-00009827 (the Service) operated by Rainbow Cottage Early Childhood Centre Inc – PR-00005861 (the Provider). Web addresses to the *Law* and the *Education and Care Services National Regulations* (the *Regulations*) are provided for your convenience at the end of this notice.
4. Authorised Officers have obtained evidence from sources and the Authority has determined that the Provider has a case to answer regarding suspected offences. However, the investigation is not complete until the Provider has had an opportunity to respond to the allegations and evidence obtained by the Authority. This is the reason for sending this Show Cause Notice (Notice) to you. Detailed instructions of how to respond appear at the end of this Notice.
5. If substantiated, the allegations may constitute offences under sections 166, 167 and 174 of the *Law*. If, after considering all available evidence, the Authority finds any offences are substantiated on the balance of probabilities (or any combination of them) it will need to consider whether compliance action is required.
6. Where offences under the *Law* are substantiated, the Authority considers many factors when determining appropriate action, the focus being on ensuring future compliance and improved outcomes for children, rather than punishment. Further details regarding potential compliance actions appear at the end of this Notice.

Grounds for issuing Show Cause Notice.

7. Evidence obtained during the investigation to date supports offences under the *Law* within the following areas: Inappropriate discipline, Protection from harms and hazards, and fail to notify certain information to the Regulatory Authority.

Facts.

8. On 7 April 2024, the ACT Regulatory Authority (the Authority) received a Child Concern Report from Child and Youth Protection Services (CYPS).
9. It was alleged that educator, [REDACTED], held down a child, [REDACTED] (3:3) and verbally threatened to break off the child's arm if she didn't sleep. It was also alleged that Ms [REDACTED] refused the child her dummy, contrary to the parents' wishes for when the child sleeps. Refer Attachment A. (Redacted in parts for privacy purposes)
10. On 12 April 2024, the Authority received a notification of complaint from the Provider in relation to a former staff member making a number of allegations.
 - a) "A child was held on their bed to go to sleep, told I'll cut your arm off."
 - b) "Staff member holding the child down and not letting her have her dummy as told to parent by child."
 - c) "Mother of the child also reported their child was yelled at to sit down during orientation."

Refer Attachment B - Copy of Notification.

11. Accompanying the notification, the Provider furnished following relevant documents.
 - a) Complaint
 - b) Meeting notes
 - c) Meeting with [REDACTED]
 - d) Room Log - [REDACTED]
 - e) Documentation
 - f) Parent email
 - g) NOT-00033069
 - h) [REDACTED]
 - i) [REDACTED]

Refer Attachment C.

12. Due to the risk of harms and hazards likely to cause injury if children are subject to inappropriate interactions amounting to discipline, the Authority determined to investigate, engaging suspected offences under sections 166(1) and 167(1) of the *Law*.

Grounds – Inappropriate discipline and protection from harm.

13. It is alleged that on 23 February 2024, the Approved Provider failed to ensure that no child being educated and cared for by the service is subjected to any form of discipline that is unreasonable

in the circumstances in that the child, [REDACTED] (3:3) was held down on the bed in a restrictive practice by [REDACTED], and was verbally threatened by [REDACTED] by way of saying "I will break off your arm if you don't sleep." It is further alleged that [REDACTED] refused the child her dummy, contrary to the parents' wishes for when the child sleeps, in contravention of Section 166(1) of the National Law and giving rise to a contravention of section 167(1) of said *Law*.

Legislation Relevant to the Allegation.

14. The following provisions of the *Law* are relevant to allegations one and two:

Section 166(1) of the Law - Offence to use inappropriate discipline.

The Approved Provider of an education and care service must ensure that no child being educated and cared for by a service is subjected to-

- (a) Any form of corporal punishment; or
- (b) Any discipline that is unreasonable under the circumstances.

Penalty: \$11 400, in the case of an individual
\$57 400, in any other case.

Section 167(1) of the Law - Offence relating to protection of children from harm and hazards.

The Approved Provider of an education and care service must ensure that every reasonable precaution is taken to protect children being educated and care for by the service from harm and from any hazard likely to cause injury.

Penalty: \$11 400, in the case of an individual
\$57 400, in any other case.

Regulation 155 provides that an approved provider must take reasonable steps to ensure that the education and care service provides education and care to children in a way that—

- (a) encourages the children to express themselves and their opinions; and
- (b) allows the children to undertake experiences that develop self-reliance and self-esteem; and
- (c) maintains at all times the dignity and rights of each child; and
- (d) gives each child positive guidance and encouragement toward acceptable behaviour; and
- (e) has regard to the family and cultural values, age, and physical and intellectual development and abilities of each child being educated and cared for by the service.

Grounds – Fail to notify certain information to the Regulatory Authority.

15. On 23 February 2024, the Provider failed to notify the Regulatory Authority of certain information in relation to an approved education and care service operated by the Provider, Rainbow Cottage Early Childhood Centre Inc, the certain information being that the Provider was advised of the allegation on 26 February 2024, by [REDACTED], and not reported to the Authority until 7 April 2024, in contravention of **Section 174** of the National Law.

Legislation Relevant to the Allegation.

16. The following provisions of the *Law* are relevant to allegation three:

Section 174 (2) of the *Law* - Offence relating to fail to notify certain information to Regulatory Authority.

An approved provider must notify the Regulatory Authority of the following information in relation to an approved education and care service operated by the approved provider—

- (a) any serious incident at the approved education and care service;
- (b) any complaints alleging—
 - (i) that a serious incident has occurred or is occurring while a child was or is being educated and cared for by the approved education and care service; or
 - (ii) that this Law has been contravened;

Penalty: \$4500, in the case of an individual.
\$22 900, in any other case.

Evidence relevant to the Allegation.

17. On 2 July 2024, documents were furnished by the provider pursuant to a s215 Notice issued on 19 June 2024, and included the following relevant documents:

- a) Staff Details
- b) Record of Responsible Person
- c) Interactions with Children Families and Staff Policy
- d) Room Log – [REDACTED]
- e) Room Log - [REDACTED]
- f) Child Attendance
- g) Final Meeting Notes

Refer Attachment D.

18. Documentation furnished by Provider identify the following:

- a) Ms [REDACTED] was an educator at the Service on 23 February 2024.
- b) Ms [REDACTED] was an educator at the Service on 23 February 2024.
- c) [REDACTED] was in care at the Service on 23 February 2024.
- d) An unsigned file note believed to be completed by Ms [REDACTED] on 26 February 2024, records a conversation between Ms [REDACTED] and Ms [REDACTED] where Ms [REDACTED] makes allegations that she observed Ms [REDACTED] hold [REDACTED] on the bed while attempting to get her to sleep.

- e) The file note further states that Ms [REDACTED] also heard Ms [REDACTED] say to [REDACTED] "something about she was going to cut her arm off!"
- f) The file note further states that Ms [REDACTED] spoke to Ms [REDACTED] about knowing the difference between a restrictive practice and willingly harming a child.
- g) Ms [REDACTED] acknowledged that Ms [REDACTED] has a good understanding and noted that Ms [REDACTED] believed the action to not be intentional, but more of a restrictive practice.
- h) There is no evidence of a positive behaviour support plan for [REDACTED], or that the restrictive practice was authorised.
- i) Ms [REDACTED] further stated that [REDACTED] would not work in the room with that child until there was a suitable outcome.
- j) Ms [REDACTED] stated to Ms [REDACTED] that it would come down to her word against [REDACTED]'s if [REDACTED] could not give any information.
- k) This file note indicates that Ms [REDACTED] was aware of the allegation prior to reporting it to the Regulatory Authority on 7 April 2024.

Refer Attachment C – Meeting Notes.

- 19. During the investigation, the Authority obtained a witness statement, relevant extracts from which appear below, with personal information redacted where appropriate. Due to the specific circumstances surrounding the alleged offences, the witness is identifiable from the content of their evidence.
- 20. Please note that educator witness statement was obtained utilising powers under section 215 of the *Law*, imposing an obligation to attend before the Authority and provide relevant evidence under questioning by an Authorised Officer. It is an offence to fail to comply.

Relevant extracts from Witness A's statement include:

- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]

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| 2 | 100% |
| 3 | 15% |
| 4 | 100% |
| 5 | 20% |
| 6 | 100% |
| 7 | 10% |
| 8 | 100% |
| 9 | 80% |
| 10 | 90% |

21. Evidence gathered appears to support that [REDACTED] was subjected to discipline that is unreasonable under the circumstances, in that she was held down on the bed in a restrictive practice by [REDACTED], and was verbally threatened by way of saying “I will break off your arm if you don’t sleep.”, contravening section 166(1) of the *Law*, and giving rise to a contravention of 167(1) of the *Law*.
22. Ensuring that no child is subjected to corporal punishment, or discipline unreasonable in the circumstances, is viewed as being a reasonable precaution to take to protect children from harm likely to cause injury.

23. The Authority reiterates that no decision has been made at this time – this letter is a step in the investigation process. However, procedural fairness requires that the Authority take this opportunity to advise you of potential compliance actions if an offence is substantiated. Potential compliance actions include:
- a. Non-statutory Administration Action (similar to a caution) with no further action;
 - b. Non-statutory Administrative Action with measures to be taken and evidence produced, or
 - c. A Compliance Notice under section 177 of the *Law*, if the Authority is satisfied that the Service is not complying with the *Law*.
 - d. Imposing of Conditions on the Service's approval under section 51 of the *Law*.

- e. Suspension of the service approval under section 72 of the Law. The suspension would be in effect from the time the provider has been notified of the decision until the provider can demonstrate that they have mitigated any future risks.
 - f. Cancellation of the service approval under section 79 of the Law.
24. In arriving at a decision concerning compliance action, if warranted, the Authority considers many factors, such as severity of non-compliance and the compliance history of the Provider and Service.
25. If a matter is determined as warranting consideration of suspension or cancellation of a service approval, please be aware that additional opportunity to respond to the grounds for such action would be provided, as required under sections 71 and 78 of the Law.

Right of response

26. As mentioned previously, this is the Provider's opportunity to respond to the allegations and evidence set out in this Notice. You may, within 14 days of receiving this Notice, make a written submission for the Authority's consideration in deciding if any offences are substantiated and, if so, whether any compliance action should be taken.
27. At Attachment E to this Notice is a '4 Step Guide to Responding to a Show Cause Notice' to assist in the development of your submission. Please direct your written submission via email to Jarrod.Reid@act.gov.au or by post to:

Children's Education and Care Assurance (CECA)
Education Directorate
Attention: Jarrod REID
GPO Box 158, Canberra ACT 2601.

Caution.

28. I am informing you that the excerpts of witness accounts taken for the Authority's investigation are included in the interests of procedural fairness. The statements taken during the investigation and the excerpts provided for your consideration in the show cause process are protected disclosures under section 296 of the Law.
29. The Law provides, at section 297, for the protection of persons who make protected disclosures from serious detrimental action against them in reprisal.
30. Please also be aware that it is an offence under section 295 of the Law to provide the Authority with false or misleading information or documents.
31. The Law applies to you as a provider and any service you operate. The Law is applied in the ACT by the *Education and Care Services National Law (ACT) Act 2011* <http://www.legislation.act.gov.au/a/2011-42/default.asp>.
32. The Law and Regulations can be viewed at: <http://www.acecqa.gov.au/national-law>, and <http://www.legislation.nsw.gov.au/#/view/regulation/2011/653>

33. Should you have any questions about this Show Cause Notice please contact Jarrod REID on Jarrod.Reid@act.gov.au.

Yours sincerely



Vittorio Colosimo
A\g Assistant Director
Children's Education and Care Assurance
Education and Care, Regulation and Support

11 September 2024