

Scottish Child Abuse Inquiry
Barnardo's Part A Response – The Organisation

Retention of Records

Barnardo's has historically kept very detailed records for the children and young people in its care. Staff records, in comparison were more administrative and often did not contain the sort of details of an incident or allegation that will be of interest to the Inquiry.

From 1866 to 1942 all admissions to Barnardo's care were recorded in bound ledgers known as Location Books. There were separate books for boys and girls. The data is recorded by surname and then by admission date. The information recorded was: date of birth; date of admission; home; reason for any move between homes; and disposal. Disposal meant why they had left and where they had gone.

From 1942 every children who was admitted to Barnardo's care had their own individual paper file which was held at Barnardo's Head Office in London. Children placed in Scotland had another file held at the Barnardo's regional office in Edinburgh which opened around 1947. Once the child had reached the age of 18 these regional files were returned to Head Office for archiving and were microfilmed (or later scanned to CD). Lists were kept of all of the children who featured on these microfilms and CD's, and it is the lists for the Scottish microfilms and CD's that provided the names for the Inquiry.

Barnardo's administration was split into various departments at the Head Office at Stepney in London and children often had a file in each department, such as the 'General Admissions & Records' (GA&R) department, 'Boys After Care' and 'Girls After Care'. Children placed in Scotland would later have also had a file held in Edinburgh.

When the Head Office at Stepney was relocating to Barkingside in the late 1960's Barnardo's undertook a huge microfilming programme as the new office didn't have the capacity to store the amount of files that had built up. The programme (which took some years to complete) started with the files held in the Stepney office which were Black Files (named as they were stored in black folders), GA&R files, After Care files, Boarding Out records (known as Green Files) and Admission Histories. These records were searchable by surname or birth name. They were not searchable by name of home; they were not held in that order.

From approximately 1977 Barnardo's started calling back the files for children (over the age of 18) which were held in the Regional Offices. These files were subsequently microfilmed by region. The first (very large) batch of files from the Scottish Regional Office were received back in 1978 and once microfilmed they took up 49 rolls of microfilm, which equates to approximately 122,500 images. The following batch of files was returned in 1984 and then approximately every two years thereafter.

The governing committee was originally the executive committee. Their minutes, from the nineteenth century onwards, have been retained in the original ledgers. In

the 1950s this became the committee of management. Again, their minutes are retained in the original ledgers. This body is now the board of trustees.

Not all material that may have been of relevance to the Inquiry has been retained, such is the passage of time and the period of time defined by the Inquiry's terms of reference. The initial source for policies is what is called the Barnardo Book. This book was first prepared in 1944. It set out in detail the manner in which each home was to operate. It was updated on several occasions, and was phased out by the end of the 1960's.

This is particularly relevant to governance records. The Administration of Children's Homes Regulations 1951 placed no specific requirement on organisations to retain records. It was Barnardo's practice during the 1960's, 1970's and 1980's to destroy governance, management and administration papers following the closure of individual homes. At this point, the children's files would have been sent to After Care, now Making Connections, for archiving. Barnardo's first retention of records policy was developed in the early 1990s to comply with the requirement of the Children's Act 1989. From that policy, in respect of retention and destruction of documents it may be noted that:

- Residential care records and child protection records were to be held until the child's 75th birthday (or if the child dies before the age of 18 years, for 15 years from the date of death);
- Management documents should be retained for a period of 15 years.

Barnardo's document retention policies have been reviewed and updated on a regular basis over the years notably in 1998 to ensure compliance with the Data Protection Act. The policies on Retention and Management of Closed Records; Archived Records and Destruction of Records can now be located in the Children's Services Policy Manual under Data Protection and Information Management Policy. The Policy was reviewed in January 2016 and it may be noted that:

- Looked after Children's records should be retained for 100 years from birth, or 25 years from the date of death if death occurs before age 18
- Management documents should be retained for a minimum of 6 years.

An additional archive containing material dating back to 1872 is held at Barnardo's Making Connections Service in London (having formerly been held at the University of Liverpool): a considerable volume of material has been reviewed in order to make this submission. It is however, necessary to recognise the limits of the archive, which contains a 10% sample of material from the 1970's and early 1980's, randomly selected for archival purposes. Therefore there will be large volumes of governance documents which have not been retained given the passage of time. The minutes of trustee meetings have been retained.

Where documentation is no longer available and therefore cannot be reviewed, it does not follow that no such documentary evidence existed at the time.

1. Characteristics

1.1 History of the Organisation and Establishment

Past

- i. When, how and why was the organisation founded?

Barnardo's is one of the United Kingdom's oldest and largest charities. In 2016 it marked its 150th Anniversary. Barnardo's work is enormously diverse, but no longer includes the provision of traditional residential children's homes with which the name Thomas Barnardo was, and remains, so closely associated.

Thomas Barnardo was born in 1845 in Dublin. In 1866, following his conversion to Protestant evangelicalism he left Ireland for London where he planned to train as a medical missionary to China. The poverty and the squalor he saw in the East End of London affected him so deeply that he realised he had to do work there.

Barnardo set up his first piece of work with children early in 1867, when aged 23 and a full-time medical student. The East End Juvenile Mission offered a school and community meeting place, helping hundreds of children each week. In 1870 Barnardo opened the first home for boys at Stepney Causeway in London.

Barnardo's experiences continued to shape the fundamental principles on which he sought to operate. He initially placed a limit on the number of boys who could be accommodated at the shelter. One evening, an 11 year old boy was turned away. He died two days later of exposure and malnutrition. This led directly to a new policy and, in due course, slogan for all Barnardo's homes: 'No destitute Child Ever Refused Admission'. In 1874 he opened the first network of 'Ever Open Doors.' Inherent in this policy was a radical refusal to accept the orthodox Victorian distinction between the 'deserving' and the 'undeserving' poor.

Barnardo's residential homes were seen as places where children could grow up away from corrupting influences and learn to lead useful lives.

The image of the cottage homes was popular with the public and attracted substantial donations from wealthy benefactors, enabling the charity to expand its provision of residential care. In 1879 Barnardo's Village Home, in Barkingside, Essex opened for girls creating a collection of small, family-type homes run by cottage mothers and very different from the large scale institutions of the time.

From castles in Scotland through to small semi – detached homes on

housing estates. Barnardo's homes became known throughout the country and Barnardo's work in children's homes reached a peak in the 1930s when the organisation cared for more than 8000 children in nearly 200 homes.

For some years he had been studying boarding out in Europe as well as in Britain and had placed a few children in a few carefully selected homes. They thrived and so Barnardo decided to expand the practice. In 1887 he sent 330 of his boys to 'good country homes'. From his foster parents he demanded high standards. He ruled that they must have enough accommodation and be well intentioned. They should be working class people living in homes that promised satisfactory sanitary conditions pure moral surroundings and a loving Christian influence.

In 1889 Barnardo introduced a scheme to board out the babies of unmarried mothers. The mother was required to go into domestic service with an approved employer and board her baby with a family nearby.

She was allowed to visit her child during her time off, and paid a fostering fee out of her wages with the rest paid by the charity. This scheme was radical and enlightened at a time when most voluntary organisations refused to give unmarried mothers any help.

In 1886 he started a boarding out scheme or fostering as it is now known. Barnardo wanted to give children the advantage of a normal home life and the opportunity to grow up as one of a family. In 1891 Barnardo pioneered the auxiliary boarding out scheme for unmarried mothers.

In 1903 the first naval training school for boys opened in Norfolk, followed in 1919 by the merchant seaman schools in Dorset. Goldings in Hertfordshire followed in 1922 providing vocational training in carpentry, printing and later training as motor mechanics and electricians. In 1941 the first Barnardo's staff training school was opened which ran courses in nursing, childcare and welfare and child psychology.

Thomas Barnardo died in 1905 at which point the charity he founded ran 96 homes caring for 8,500 children, and more than 4,000 were boarded out. In forty years nearly 60,000 boys and girls had been cared for by the charity. The influence of the charity's founder was such that methods of child care considered to be positive during his lifetime continued to be followed for some time after his death by an organisation that could be slow to change. Ideas continued largely unchallenged until after the Second World War, when the emphasis shifted towards keeping children and their families together in their own communities (the disruption of war having improved understanding of the impact of family breakup and the effect on

children brought up away from home).

The publication of the 1946 Curtis Report in England and Wales and the subsequent Clyde Report in Scotland paved the way for the Children Act 1948. For the first time children were acknowledged as the responsibility of the nation and the care of children in need became a duty of Government.

In 1947 Barnardo's became a registered adoption agency, initially focussing on the placement of children from the homes. Later the provision was expanded to provide placement for children not in the care of Barnardo's.

In response to the Children Act 1948 Barnardo's began to work more closely with families. The charity awarded grants to families in difficulties and in the mid-1950s it developed a scheme to house whole families affected by ill health, housing problems, unemployment and crime. By the end of the decade almost a quarter of the charity's work involved helping children to stay with their own families.

In the 1960s there were fewer unwanted children and improved social security benefits which meant that the demand for residential care decreased. Barnardo's began a programme of closure of residential homes which continued throughout the 1970s and 1980s. To reflect this change, the charity changed its name in 1966 from Dr Barnardo's Homes to Dr Barnardo's.

From the 1970s onwards, Barnardo's continued to expand its work in fostering and adoption, and family centres were set up in communities to help families in deprived areas. In 1988 the organisation changed its name from Dr Barnardo's to Barnardo's to reflect the contrast with its Victorian past. The last traditional-style home closed in 1989.

Between 1886 and 1985 Barnardo's was home to over 375,000 children who spent all or part of their childhood in its care in the UK, Canada and Australia. Some grew up in Barnardo's homes, some were boarded out, some were adopted and some experienced a combination of different types of care situations.

Barnardo's pioneered schemes for young juveniles and disabled children and throughout the 1980s and 1990s developed new areas of work in response to public concern over issues such as child sexual abuse, homelessness and children affected by HIV/AIDS. In 1999 Barnardo's was supporting 47,000 children, young people and their families. By 2010 that number had increased to 100,000.

Barnardo's UK is part of an international family of charities supporting children and their families in the Republic of Ireland, Australia and New Zealand. These agencies have taken their values and direction from Barnardo's UK, and historically some of the charities were part of

the same corporate structure, but each now is entirely independent and has adapted to its local context.

Barnardo's is a contemporary children's charity working with some of the most vulnerable and hardest to reach children and young people. Today the range of work across the UK includes services that build stronger families, support safer childhoods and promote positive futures for young people. Details of our current work can be found [here](#).

In its financial year 2015/2016 Barnardo's supported 248,000 children, young people, parents and carers through 996 services across the UK: priority issues presently include child sexual exploitation, children affected by parental imprisonment, care leavers, family placements and adoption, children's centres, employment and training schemes and school-based programmes.

- ii. What part did the provision in Scotland of residential care (including foster care) for children play in the organisation's purpose, operation and activities?

In 1892 Dr Barnardo opened an 'Ever Open Door' (EOD) at 4 Castle Terrace in Edinburgh. EOD's were receiving houses for children coming into care. Children entering the EOD in Edinburgh were usually transferred to homes in England. The EOD closed in 1894.

During the early 1940's, evacuation centres and homes opened in Scotland to cater for children evacuated from cities in England and Scotland. Children evacuated came predominately from London and the South East. Some of the houses were purchased by Barnardo's after the war to continue as children's homes.

This was a very small part of Barnardo's overall provision. Children were not routinely 'boarded out' (placed in foster care) in Scotland until after the war. The provision of residential and foster care in Scotland was seen as an extension to existing provision in England most notably concentrated in London and the South East.

- iii. When and how did the organisation become involved in the provision of residential care (including foster care) for children in Scotland?

The first residential homes in Scotland were opened in the early 1940's as evacuation centres for children resident in Barnardo's homes in England. Eight homes were opened during this period, all closing in the late 1940's or early 1950's. Barnardo's adopted recommendations made by the Curtis Committee in England and

Wales and the Clyde Committee in Scotland in 1946, opening small homes caring for up to 12 children in mixed accommodation as close as possible to family members. Some of them returned to England.

The homes in Scotland were overseen by Barnardo's Scottish Division. There was a divisional officer in Scotland. However, line management came from Barnardo's Head Office and in effect the homes in Scotland were run centrally from Head Office.

In the 1950's Barnardo's Scottish Division refocused its residential provision towards specialist care for "physically and mentally handicapped" children (adopting the terminology of the time). Local Education Authorities and Social Work Departments did not have sufficient effective resources for "emotionally disturbed" children who present behaviour problems. Operations in Scotland were centred in the industrial lowland belt between Edinburgh and Glasgow where over half of the country's population was concentrated.

Barnardo's prepared Divisional Plans periodically to review the work of the division and its plans for the future. The Divisional Plans from April 1975 to March 1979 and 1977-1981 have been retained in the archive. Although there were other Divisional Plans, these have not been archived. This plan highlighted the reorganisation of local government. The new Regional Authorities providing Education and Social Work services became operation in April 1975, which meant that activity in Scotland concentrated on two Authorities, the Lothian Region and the Strathclyde Region. All the homes were situated within the two regions with the exception of Craigerne which was in the main meeting the needs of children from the Lothian Region. The Scottish Division was attempting to bring the catchment area in as close to the homes as possible, but acknowledged that the reach spread into the surrounding Border, Central and Fife Regions.

The Divisional Plan 1977-1981 reported that the *"short-term regional and local authority economic plans, together with lack of specialised residential facilities elsewhere, have necessitated wider catchment areas than are ideal for closely integrated work for child and family."* The plan looked at unmet and buried needs particularly in the Strathclyde Region. *"Any expansion or redeployment of our activities in Scotland should result in an increased presence in that area and would make the establishment of a Glasgow sub-office a real priority."*

- iv. Why did the organisation consider that it had the competence to be responsible for, and manage the care of, children in establishments?

Dr Barnardo had been providing residential care for children since 1874. Following his death the Charity continued to provide residential care predominantly in England. When Barnardo's opened the

evacuation centres in Scotland they were run by staff from the homes in England who accompanied their charges for the duration of the war years. By this stage the organisation had almost 70 years of experience in caring for children. Some of these staff remained in Scotland following the war and some returned to England with their children.

- v. How many establishments did the organisation run, where were they located, over what period were they in operation, and what were their names?

Barnardo's has run 31 residential homes in Scotland between 1941 and the present day. Details of each establishment are included at **Appendix 1**.

- vi. When, how and why was each of these establishments founded?

This information is captured at **Appendix 1**.

- vii. In the case of any establishment which is no longer in operation, when and why did it cease operating?

This information is captured at **Appendix 1**.

- viii. If the organisation itself is no longer involved in the provision of residential care for children in Scotland, when and why did it cease to be so involved?

The 1946 Clyde Report and the Children Act 1948 prompted Barnardo's into a radical re-appraisal of the purpose and functions of the charity. The thrust of childcare philosophy throughout the second half of the twentieth century was to ensure every effort was made to keep children within their own biological families. Adoption, fostering and residential care should only be used when family life has become totally unsustainable.

Barnardo's had long accepted that providing care in large institutional homes was not the ideal provision for disadvantaged children. Dr Barnardo had pioneered 'boarding out' or fostering back in 1886 and this area of service provision started to increase significantly in the post war period. As a direct response to the strong advocacy for adoption in the Curtis report, Barnardo's became a registered adoption

agency in 1947

In 1964, following the passing of the Children and Young Persons Act 1963, Barnardo's carried out a comprehensive review of its work. This resulted in a commitment to cut down on residential services for able-bodied children, and to develop more services to help children with disabilities and those with emotional and behavioural problems.

Starting in the early 1960s, Barnardo's closed some 90 residential homes over a period of 20 years. To reflect these changes, the word 'Homes' was dropped for the charity's name and it became simply Dr Barnardo's. The 1968 Annual Report stated: "It is no longer the role of a voluntary society to provide residential services for normal children." By the start of the 1970s, only 300 children were still in residential care with Barnardo's across the UK, most of whom had been with Barnardo's for years and had no likelihood of returning to their own families.

The 1983 Annual Report stated: 'This year has seen the closure of the last of our old-style Barnardo's children's homes'. The charity committed itself only to short-term and highly specialised residential work helping severely disabled children or children with extreme behavioural or learning difficulties.

In the 1990s new projects were initiated to handle growing challenges including sexual abuse, HIV/AIDS, homelessness and 'vagrant children'.

In 2017, Barnardo's Scotland continues to provide specialist residential care to a small number of children. We set this out in further detail below.

- ix. If the organisation was founded as a religious order by members of a particular faith or church, what was the precise relationship between the order and the religious hierarchy within that faith or church?

Barnardo's was not founded as a religious order by members of a particular faith or church.

- x. Within the faith or church to which the religious order belonged, what degree of autonomy was enjoyed by the order in relation to the provision of residential care for children in Scotland?

Please refer to the previous answer.

- xi. In the case of establishments that were run by members of a religious order, what degree of autonomy within the order itself was enjoyed by such members?

Please refer to answer at ix).

Present

- xii. With reference to the present position, are the answers to any of the above questions different?

The answers given in **v** and **vi** as identified at **Appendix 1**.

- xiii. If so, please give details.

The information is captured at Appendix 1.

1.2 Funding of Establishment

Past

- i. How were the establishment's operations and activities, so far as relating to the provision of residential care for children, funded?

In addition to the general comments below please see reports on individual homes.

General

During Dr Barnardo's time all the homes were funded from donations by evangelists and wealthy families many of them bankers, like the Barclays, Bevans, Dennys and Tritons. They all knew each other and quickly spotted Barnardo's gifts as a speaker, writer, fundraiser, teacher and philanthropist.

Further income came from voluntary funds raised through collection boxes and events. In 1959 Barnardo's began selling Christmas Cards. In 1961 an Appeals Department was established which brought together all the strands of fund raising to keep services going, effectively charities subsidising the state's legal

responsibilities. In 1973 the first Barnardo's shop opened.

From the 1950's the homes were funded through a mixture of donors funds now called voluntary income and government funding. Funding is now predominantly from local government, with additional voluntary income.

- ii. Was the funding adequate to properly care for the children?

Comparatively, the children who were resident in Barnardo's homes received better material care than in many families. In the early years, prior to local authority support, the homes benefitted from a good level of donations. The Barnardo's Book was very specific on the level of support to be provided, to the extent of setting out the amount of pocket money children were to receive. Homes tended to spend as they saw appropriate and in response to the needs they identified. That included funding holidays for children and mini-busses for the homes.

The houses were well-equipped. Funds were spent on maintenance, regular redecoration, games rooms and improved sleeping arrangements.

The children were well-nourished. There was guidance in the Barnardo's Book on meals and the provision of an adequate, varied diet for growing children.

The introduction of grants from local authorities provided funding to cover the basic needs of children placed by them, but all the residential homes were subsidized to a greater or lesser extent from Barnardo's voluntary funds.

Most of the homes had an annual fete which brought in funds for the home which in the main were spent on activities and the summer holiday.

- iii. If not, why not?

Dr Barnardo's ever open door policy meant that no destitute child should ever be turned away. Barnardo's tried hard to find room for the children they were asked to care for. Children were provided with basic needs: shelter, food, clothing and education. As set out in answer (ii), this developed into a more structured form of support over the years.

- iv. What state support did it receive?

Please see reports on individual homes.

Present

- v. If the establishment continues to provide residential care for children, how is that funded?

Please see reports on individual homes.

- vi. What state support does it receive?

Please see reports on individual homes.

1.3 Legal Status

We set out the details of our response below in tabular form, in order better to cross-reference the past and present position.

No.	Question	Past	Present ¹ [vii (any answers different?) and viii (details)]
i.	What was the legal status of the organisation since it was founded?	a. Barnardo's is one of the United Kingdom's oldest and largest charities. Thomas Barnardo set up his first piece of work with children early in 1867: the East End Juvenile Mission offered a school and community meeting place, helping hundreds of children each week. In 1870, Barnardo opened the first home for boys at Stepney Causeway in London. b. In 1875 Dr Barnardo appointed a committee of trustees who set up a rota to	vii. No, the organisation remains a company limited by guarantee and a charity registered in England & Wales and Scotland.

¹ From 18 December 2014 to date of return

		<p>visit the homes and appointed auditors to manage the finances. He was required to supply a monthly report with information about all the children in care in great detail, including full medical reports. This was a significant move away from a one-man operation to a professionally run charity.</p> <p>c. In 1899, Barnardo's was incorporated as a company limited by guarantee in England and Wales (number 61625) as the National Incorporated Association for the Reclamation of Destitute Waif Children otherwise known as Dr Barnardo's Homes.</p>	
ii.	Were there any changes in the legal status of the organisation since it was founded?	<p>a. Barnardo's remained a company limited by guarantee (and remains so to this day), changing its name as follows:</p> <ul style="list-style-type: none"> • 25 May 1906 – Dr Barnardo's Homes: National Incorporated Association • 31st December 1965 – Dr Barnardo's • 11 November 1988 – Barnardo's <p>b. Barnardo's was entered on the register of charities in England and Wales (number 216250) and in Scotland (number SC037605) on 28 November 2006.</p>	vii. No, the organisation remains a company limited by guarantee and a charity registered in England & Wales and Scotland.
iii.	What, if any, material changes were there to the legal status of the organisation?	<p>a. Barnardo's was entered on the register of charities in England and Wales (number 216250) and in Scotland (number SC037605) on 28 November 2006.</p>	vii. No, the organisation remains a company limited by guarantee and a charity registered in England & Wales and Scotland.
iv.	What was the legal basis	<p><u>Legal basis – internal</u></p> <p>a. Under the 1899</p>	<p><u>Internal</u></p> <p>vii. No changes to the</p>

	<p>which authorised or enabled the organisation to become responsible for the provision of residential care (including foster care) for children in Scotland?</p>	<p>Memorandum and Articles of Association (M&A), the objects for which the Association was established included to ‘seek out rescue maintain educate teach useful trades handicrafts and industries and generally train industrially and religiously tread medically and place out in life Orphan Destitute and Waif Children and young persons of both sexes in the Homes or Institutions of the Association or in other Homes or Institutions carried on in connection therewith either in the United Kingdom or in any of her Majesty’s Colonies or Dependences or abroad and to board out children and young persons in any suitable Cottages and Homes...’ . The 1899 Articles remained substantively the same in terms of the objects and powers (with some amendments) until 1975.</p> <p>b. The Articles were modernised in 1975 and the powers revised to include: ‘to seek out and bring help to children and young people of both sexes in need; to maintain, provide board, lodging, clothing, medical or other treatment, family care services, education or craft training with a view to enabling them to achieve a full independent and beneficial life; to receive such children and young people irrespective of race, creed or colour into Homes, foster homes or other places managed by or under the supervision of the Association in the United</p>	<p>Articles since 2011.</p> <p><u>External</u> vii. No relevant changes.</p>
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		<p>Kingdom or elsewhere...’.</p> <p>c. The extension of the Homes into Scotland was approved by the Council (the Board of Trustees at the time) in 1943 and so the external legal basis which authorised or enabled the organisation to become responsible for the provision of residential care (including foster care) for children in Scotland is set out from that date.</p> <p>d. The Articles were revised again in 2011 with the objects modernised to reflect the work of Barnardo’s at that time.</p> <p><u>Legal basis – external</u></p> <p>Whilst the above relates to the internal legal basis on which Barnardo’s provided residential care (including foster care) for children in Scotland, the relevant legislation in force at the time formed the external legal basis to this work:</p> <p>a. The Children and Young Persons (Scotland) Act 1932</p> <p>b. The Children and Young Persons (Scotland) Care and Training Regulations 1933</p> <p>c. The Children and Young Persons (Scotland) Act 1937</p> <p>d. The Children (Boarding-Out Etc.) (Scotland) Rules and Regulations 1947</p> <p>e. The Children Act 1948</p> <p>f. The Administration of Children’s Homes (Scotland) Regulations 1959</p> <p>g. The Boarding-Out of Children (Scotland) Regulations 1959</p> <p>h. The Children and Young Persons Act 1963</p> <p>i. Social Work (Scotland) Act 1968</p> <p>j. The Children Act 1975</p>	
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		<ul style="list-style-type: none"> k. The Registered Establishments (Scotland) Act 1987 l. The Social Work (Residential Establishments – Child Care) (Scotland) Regulations 1987 m. The Children (Scotland) Act 1995 n. The Residential Establishments – Child Care (Scotland) Regulations 1996 o. The Support and Assistance of Young People Leaving Care (Scotland) Regulations 2003 p. The Looked After Children (Scotland) Regulations 2009 q. Children and Young People (Scotland) Act 2014 	
<p>v.</p>	<p>Did that legal basis require the organisation to meet, or fulfil, any legal and/or regulatory requirements in respect of children in its care? If so, please give details.</p>	<ul style="list-style-type: none"> a. The Children and Young Persons (Scotland) Act 1932 – amalgamated reformatory and industrial residential schools into ‘approved schools’ which provided education and training on a residential basis for children and young people under 16 who had committed an offence or were in need of care and protection. b. The Children and Young Persons (Scotland) Care and Training Regulations 1933 – governed how approved schools were managed until 1961². Required that medical officers monitor pupils’ health and safety at approved schools. c. The Children and Young Persons (Scotland) Act 1937 consolidated the provisions re approved schools of the 1932 Act and emphasised the duty of parents and others caring for children to 	

² When the Approved Schools (Scotland) Rules were introduced

		<p>look after their physical welfare³. Schedule 2 set out how residential schools (approved schools) were to be administered and how the children should be treated.</p> <ul style="list-style-type: none"> d. The Children (Boarding-Out Etc.) (Scotland) Rules and Regulations 1947 e. The Children’s Act 1948 f. The Administration of Children’s Homes (Scotland) Regulations 1959 – covered children’s welfare in, inter alia, voluntary homes. The home had to be visited at least once a month by an ‘authorised visitor’ who satisfied themselves that the home was being run in accordance with the regulations. Note, the educational side of the schools would have been covered by various Education Acts – not set out here. g. The Approved Schools (Scotland) Rules 1961 – the management of approved schools was to be in ‘the interests of the welfare, development and rehabilitation of the pupils’. The Rules also dealt with the ‘care of pupils’. h. The Criminal Justice (Scotland) Act 1963 covered how approved schools should be managed. i. The Children and Young Persons Act 1963 - gave local authorities a duty to help families keep children out of care. It provided that every local authority had a duty to make available any advice, guidance and help 	
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³ P40 Historical Abuse Systemic Review – Tom Shaw

		<p>needed to promote children's welfare.</p> <p>j. Social Work (Scotland) Act 1968 – imposed a duty on those subject to the Act to promote social welfare.</p> <p>k. The Children Act 1975 – under which certain voluntary organisations could assume parental rights.</p> <p>l. The Registered Establishments (Scotland) Act 1987</p> <p>m. The Social Work (Residential Establishments – Child Care) (Scotland) Regulations 1987 – ended corporal punishments in residential establishments; managers deemed to have a duty to provide for the care, development and control of each child resident there in such a way as would be in the child's best interests; managers required to maintain proper records for every child (including health records); managers to keep a daily log book of "events of importance or an official nature" and details of disciplinary measures imposed.</p> <p>n. The Children (Scotland) Act 1995 – child's welfare became paramount; inspection procedure refined; specific record-keeping requirements.</p> <p>o. The Residential Establishments – Child Care (Scotland) Regulations 1996 - managers had a duty to ensure that a child's welfare was safeguarded and promoted in accordance with the child's best interests; to prepare a statement of functions and objectives; to</p>	
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		<p>undertake reviews to ensure that they were being implemented; to keep personal records and log books.</p> <p>p. The Support and Assistance of Young People Leaving Care (Scotland) Regulations 2003</p> <p>q. The Looked After Children (Scotland) Regulations 2009 – local authority to assess child’s needs and make proposals for safeguarding child’s welfare; authority to prepare a “child’s plan”; detailed provisions for foster care; information to be provided to residential establishments.</p> <p>r. Children and Young People (Scotland) Act 2014 – requirement and content of child’s plan; provision of named person; amendments to 1995 Act.</p>	
vi	Did the organisation have a legal duty of care to each child in its care?	In addition to the specific statutory matters set out above, Barnardo’s had a duty to take reasonable care of each child for as long as they were resident in one of its homes. As a matter of practice Barnardo’s continued to provide a high level of aftercare support for children who had been cared for, regardless of whether there was an ongoing duty to do so.	vii. No change.

1.4 Legal Responsibility

(a) Organisation

Past

- i. Did the organisation have any legal responsibility for the children in its care?

Yes. See answers 1.3 (v) and (vi) above.

- ii. If so, what was the nature and extent of that legal responsibility?

As above.

- iii. Did any other person or organisation have any legal responsibility for the children while they were in the organisation's care?

In the 1940's and 1950's most of the children were placed in Barnardo's care by a family member. They retained legal responsibility for their child whilst in the care of Barnardo's. Later, the local authority that placed the child would retain legal responsibility.

- iv. If so, what was the nature and extent of that responsibility?

Whilst the day to day responsibility for the welfare of the child was delegated to Barnardo's, the overarching responsibility for decisions made about each child remained with the placing authority.

- v. If the organisation had no legal responsibility for children in its care, where or with whom did legal responsibility lie?

Not applicable.

Present

- vi. With reference to the present position, are the answers to any of the above questions different?

Legal responsibility remains with the placing authority as described in the Children (Scotland) Act 1995. Most children and young people placed in our care are subject to a legal supervision order laid down by the Children's Hearing.

- vii. If so, please give details.

As above.

(b) Establishment

Please see the reports on individual homes.

1.5 Ethos

(a) Organisation

Past

- i. What did the organisation see as its function, ethos and/or mission in terms of the residential care service it provided for children?

Barnardo's was one of several philanthropic organisations that proliferated in the 1860's and 1870's. Dr Barnardo was motivated by his strong religious conviction which was a powerful force that drove him forward with his work. His evangelical conversion at aged 17 meant that by the time he was eighteen years old, Thomas Barnardo had found a platform, a voice, a cause. Children were seen as blameless and by 'saving' them he hoped to mould them into good 'Christian' adults and bring them to spiritual salvation. In order to be saved children had to be rescued from the degradations that were destroying their lives as well as denying them spiritual salvation.

Dr Barnardo believed that all children have a right to kind treatment, decent surroundings and a good education. He believed that all children should grow up free from poverty, abuse and discrimination. And he devoted his life to fighting for that cause. Barnardo adopted the policy that 'No destitute child should ever be refused admission'. This became known as the 'Open Door' policy, and became the principle on which Barnardo's homes were run. Parents were usually forced to relinquish their rights to their children for a lengthy period in return for free shelter, food clothing and education.

His religious faith and the passion with which he spoke and preached, earned him a reputation, and were an important factor in his ability to win people over to his cause, and persuade people to donate money to his work.

A few months after Barnardo came to London an outbreak of cholera

swept through the East End, killing more than 3,000 people and leaving families poor and destitute. Dr Barnardo made house calls to comfort and preach to the dying. One day he witnessed 16 people die. The experience gave him a vital introduction to social work.

“But for that epidemic I should never have known Stepney and all its horrors,” he wrote later.

Barnardo spent his days searching the slums for souls to save. His reputation as a preacher and a teacher grew and grew and soon he achieved his ambition of providing a home for street children.

By 1870 he had opened his first residential home and had housed 33 children in it. Within a year he had doubled his activity and the income of the home.

Barnardo’s work was radical. Victorians saw poverty as shameful, and the result of laziness or vice. But Barnardo stressed that every child deserved the best possible start in life, whatever their background- a philosophy that still inspires the charity today.

Barnardo refused to discriminate. He accepted all children including black, disabled and illegitimate children at a time when other organisations imposed restrictions on which child they admitted.

- ii. If the establishment was run by a Catholic religious order, what vows were taken by members of the order and at which point in their training?

None of Barnardo's establishments were run by a Catholic religious order.

- iii. What did the organisation see as the establishment’s function, ethos and/or mission in terms of the service that the establishment provided to children accommodated there?

Dr Barnardo did not believe that children should just receive shelter, clothing, food and education. He was a passionate advocator of vocational training. Barnardo wanted to save children from a life of destitution by preparing them for future employment

He set up workshops where boys were taught carpentry, boot-making, brush-making and other crafts. In 1903 he opened his first naval training school followed by a school for merchant seaman in 1919.

In 1922 the William Baker Technical School in Hertfordshire was

opened which accommodated 300 boys and provided in addition to the traditional trades training as motor mechanics and electricians. In 1927 Warlies in Essex was opened to provide girls were provided with training in domestic duties, becoming a domestic training school in 1940, where girls could train as nursery nurses.

Many children, in particularly boys resident in Scottish homes, travelled to England to attend the sea schools or the William Baker Technical School.

Barnardo's encouraged religious tuition and regular attendance at Sunday School.

- iv. Were there changes over time in terms of what the organisation saw as its function, ethos and/or mission in terms of the residential care service it provided for children?

In response to the Clyde Report 1946 and Children's Act 1948 Barnardo's began to work more closely with families. The charity awarded grants to families in difficulties and in the mid-1950s it developed a scheme to house whole families affected by ill health, housing problems, unemployment and crime. By the end of the decade almost a quarter of the charity's work involved helping children to stay with their own families.

In 1947 Barnardo's became a registered adoption agency, initially focussing on the placement of children from the homes. Later the provision was expanded to provide placement for children not in the care of Barnardo's.

We refer you to answer 1.1 above for further detail.

- v. If so, what were the changes and when and why did they come into effect?

In 1964 Barnardo's carried out a comprehensive review of its work which resulted in a reduction in the number of residential services for able-bodied children and the development of more specialist services for children with disabilities, and those with emotional and behavioural problems.

- vi. Were there changes over time in terms of what the organisation saw as the establishment's function, ethos and/or mission in terms of the service that the establishment provided to children accommodated there?

A brief summary of the seven homes identified by the Inquiry is given below. For more detailed information please see the reports on individual homes.

Balcary

Opened in August 1944 initially to evacuate girls from Kenward home in Kent. In 1945 it became a mixed provision for children between 0-16 years.

Blackford Brae

Opened in 1944 as a home for small children. In January 1966 it became a home for children with emotional difficulties. In February 1969 a day care unit was opened. In December 1973 the provision moved to 31 Oswald Road and became known as that. By December 1990 it was providing residential provision to 5 children with 'special needs.' In the spring of 1991 the provision moved to 91 South Oswald Road and offered 6 places. It closed in 1994. At times in its history it has been called both Blackford Brae and South Oswald Road with the two names interchangeable at times.

Craigerne

Opened in April 1956 as a residential school for boys with emotional difficulties. This remit did not change until its closure in June 1989.

Glasclune

Opened in October 1944 as a home for girls. It admitted boys from May 1953. In April 1965 it changed to a home for children with emotional difficulties and closed in 1982. There were few children in residential care from 1979 onwards.

Stapleton Towers

Stapleton Towers was opened in 1941 as an Evacuation Centre for boys and closed in 1948.

Tyneholme

Opened in June 1948 as a home for boys. From November 1970 it provided mixed accommodation. In 1973 it became a home for children with physical and learning disabilities. It closed in 1985.

Winton Drive

There have been two provisions at Winton Drive. 5 Winton Drive opened in June 1941 as a home for boys until December 1959 when it moved to 23 Winton Drive. It became a mixed home between 1961 and 1967, closing in 1972.

- vii. If so, what were the changes and when and why did they come into effect?

Please see the reports on individual homes.

Present

- viii. With reference to the present position, are the answers to any of the above questions different?

In 2017, the work of Barnardo's is still based upon our founder's vision that no child should be turned away from the help that they need. However our focus is now upon community-based services addressing various aspects of disadvantage for children and young people aged 0 to 25. These include helping children break free from sexual exploitation, supporting young people leaving care, helping young people into employment and helping children living in poverty.

- ix. If so, please give details.

See above.

(b) Establishment

Please see the reports on individual homes.

1.6 Numbers

(a) Organisation

Past

- i. How many children did the organisation accommodate at a time and in how many establishments?

Under Barnardo's retention of documents policy lists of children

accommodated in each establishment by year would have been retained for 15 years following the closure of the home. This information is no longer available.

During 2016 Barnardo's undertook a six month research project to create a data spreadsheet from archived case file material on microfilms and from the current electronic database. Due to the nature of the records and the many gaps in their content, it has often been difficult to find a relevant admission date. Therefore Barnardo's has only been able to collate part of the total number of children by year of admission.

The table below shows the number of children admitted to Barnardo's residential children's homes and foster care in Scotland from 1930 to 2014. Prior to 1940, these were all children who were placed into foster care.

<u>Admissions per year (Annual Admissions)</u>	
Year	No. of admissions
1930	1
1931	1
1932	0
1933	2
1934	2
1935	1
1936	7
1937	1
1938	2
1939	11
1940	13
1941	16
1942	19
1943	27
1944	28
1945	33
1946	27
1947	27
1948	26
1949	34
1950	37
1951	31
1952	59
1953	34
1954	46
1955	74
1956	77
1957	58

1958	63
1959	78
1960	72
1961	81
1962	98
1963	46
1964	77
1965	82
1966	105
1967	134
1968	78
1969	70
1970	61
1971	114
1972	59
1973	66
1974	41
1975	48
1976	48
1977	56
1978	47
1979	55
1980	53
1981	64
1982	55
1983	54
1984	62
1985	25
1986	23
1987	31
1988	35
1989	18
1990	18
1991	35
1992	30
1993	39
1994	33
1995	34
1996	46
1997	27
1998	28
1999	49
2000	31
2001	21
2002	19
2003	24
2004	28
2005	33

2006	21
2007	32
2008	33
2009	20
2010	12
2011	31
2012	82
2013	91
2014	81
Total	3602

The table below shows the total number of children accommodated in residential services in Scotland. It should be noted that some children would have spent time in more than one home, so would be captured more than once in the figures.

<u>Total children placed in Scottish residential services</u>	
Residential children's homes, residential schools and leaving care	
16+ Aberdeen	224
16+ Edinburgh	107
23 Winton Drive	27
42-44 Craigenmuir Street	1
5 Winton Drive	52
7 Minto Street / R.A.F.T Project	26
Arbigland	41
Balcary	153
Blackford Brae	288
Blairhill	6
Caern Project	38
Castle Milk	4
Cloan	18
Coltness House	220
Comlongon Castle	23
Craigerne	235
Cruachan	177
Dundee Residential Project	7
Family Services Dundee / Bridge Services (not all residential)	36
Foswell	4
Fred Martin Project	7
Glasclune	348
Haldane House	193
Lecropt	73
Linkfield Residential Unit	181

Northern Lights	30
Ravelrig House	485
Redholme	43
South Oswald Road	79
Springkell	4
Stapleton Towers	25
The Tower	21
Thorntoun School	258
Tyneholme House	289
Total	3,723

- ii. Please provide details of any material changes in numbers of children, or numbers of establishments, and the reasons for those changes?

The first Barnardo's residential children's home in Scotland opened in 1940 in Dumfries as an evacuation centre. This was followed by six temporary evacuation centres in 1941 to care for children from Barnardo's homes in the rest of the UK. These evacuation centres closed between 1945 and 1948 when children returned to England, Wales and Northern Ireland. The first three permanent children's homes in Scotland opened in 1944 in Hawick, Edinburgh and Berwick.

In 1964 Barnardo's carried out a comprehensive review of its work which resulted in a reduction in the number of residential services for able-bodied children and the development of more specialist services for children with disabilities, and those with emotional and behavioural problems.

Starting in the early 1960's Barnardo's began a programme of closure of long-term traditional residential homes across the UK. The last traditional residential home closed in 1974 in Scotland and 1989 in England.

Blackford Brae, Glasclune, and Tyneholme changed their remits during the 1960's and 1970's to cater for children with 'physical and mental handicaps.' The number of children in each of the homes during this period would have reduced due to the specialist nature of the provision.

Homes providing specialist residential care for a small number of children continued throughout the 1980's and 1990's. The provision of foster care has risen during the period identified in the Inquiry's' terms of reference as residential homes closed.

- iii. How many children in total were accommodated by the organisation?

The total number of children admitted to residential homes including leaving care projects during the period 1930 – 2014 as laid down out in the terms of reference for the Inquiry is 3,602.

- iv. What numbers (if any) were placed in foster care by the organisation?

From the information available as identified in iii) the number of children who were only 'boarded out' or fostered as the term became known during the period 1930 to 2014 is 4,408.

Some children were placed in both residential accommodation and foster care. These numbers have been included in iii) above.

- v. In general terms, was the main service provided by the organisation the provision of residential care for children in establishments, or was it the provision of foster care?

During the 1940's and 1950's the main service for children provided by Barnardo's in Scotland would have been residential care.

In the 1960s there were fewer unwanted children and improved social security benefits which meant that the demand for residential care decreased. Barnardo's began a programme of closure of residential homes which continued throughout the 1970s and 1980s.

The reclassification of residential homes in the 1960's and 1970's resulted in fewer numbers of children being accommodated in residential care and a higher of children placed in foster care or supported by Barnardo's to remain with their families.

Present

- vi. With reference to the present position, are the answers to any of the above questions different?

Barnardo's in Scotland currently has three residential establishments, Linksfield in Aberdeen, Northern Lights in Inverness and Onslow Drive in Glasgow

Linksfield provides residential placements for 6 children aged between

8 and 12 years who display challenging behaviour and offers educational and family support.

Northern Lights provides 5 residential placements to young people who have been in out of area placements.

Onslow Drive provides supported residential accommodation for 3 young people leaving care who have high levels of need.

In addition Barnardo's Scotland has one residential establishment providing short breaks to children and young people with learning disabilities at Caern in Edinburgh.

- vii. If so, please give details.

As above.

(b) Establishment

Please see the reports on individual homes.

1.7 Children's Background/Experience

Past

- i. Did the children admitted to the establishment generally have a shared background and/or shared experiences?

Children shared similar histories of family breakdown due to a range of contributing factors including: poverty; neglect or other abuse, parental sickness or substance abuse (alcohol); child extra-marital or otherwise illegitimate e.g. teenage pregnancy; parent has learning or physical disability or mental health condition; child has a disability causing parental rejection or request for support with physical care; child has behaviour or mental health problems often related to one of the above.

- ii. Were children admitted into the care of the organisation as a whole, or were they admitted into the care of a particular establishment?

Children were admitted to the organisation as a whole, well into the 1960s. Barnardo's styled itself as "The Largest Family in the World" and children were encouraged to feel they belonged to Barnardo's. In the late 1960s and thereafter children were increasingly likely to be placed in Barnardo's because they could offer a suitable establishment in the right geographic location to meet the child's individual needs and to support contact with birth family.

- iii. If children were admitted into the care of the organisation, did the organisation decide which establishment they would be admitted into?

Since the founding of the organisation, decisions about placement of children had been made centrally at Barnardo's Head Office. Decisions were based on age and gender of the child and where the vacancies existed at any point in time; sometimes consideration was also given to placement with siblings – see below at viii).

The centralised nature of the organisation's administrative operation during the 1940s and 1950s, was crucial to Barnardo's national evacuation programme during the 1940s when most of Barnardo's homes in Scotland opened solely for the purpose of evacuation.

From the late 1960s planning for placement became more regional and increasingly localised, and as the role of Local Authorities in decision-making increased, the choice of home for a child or children would ultimately be made by the authority through application to Barnardo's for a vacancy in a particular establishment.

- iv. Who placed children with the organisation?

The bodies responsible for placing children with Barnardo's included: the RSSPCC (now Children 1st); local authority children's departments; the court system; and moral welfare agencies. In addition, in early years many children were placed by voluntary agreement. In the 1940s many children came to homes in Scotland as part of the evacuation programme – children were moved from homes in or near large towns in England considered vulnerable to wartime bombs.

- v. From 15 April 1971 (the date on which the Children's Hearing system was introduced), did the organisation/establishment receive children mainly from the Children's Hearing system?

No information has been located relating to children received through

the Children's Hearing System. Children were placed by local authorities, who may in turn have received responsibility for a child from the hearing system.

- vi. If not, how generally did children come to be admitted into the care of the organisation?

The children were referred by Moral Welfare, charities, the local authority and family members.

- vii. Was there a gender or other admission policy or practice operated by the organisation or any establishment run by it?

There were changes over the years but age and gender were both factors in that some homes were single-sex and took only a specific age-range of children. As an organisation, Barnardo's accepted children of any age and both genders.

- viii. What was the policy/procedure and practice regarding admission of siblings?

In the 1940s it was more about the child fitting the age-range of the home as part of the evacuation programme. Later some homes took family groups and were specifically set up to do that. Balcary in particular seems to have specialised in accommodating sibling groups

- ix. How long did children typically remain in the care of the organisation?

Length of stay in the care of Barnardo's varied very widely. If restoration to the birth family was not possible then a child would typically stay in the care of the organisation until they reached school leaving age, after which their care and supervision would be passed to the After Care Department (see below xx – xxiii).

Some children were admitted for a specific purpose aimed at supporting the birth family, with restoration to the family being part of the plan from the start; this was not the most common pattern but demonstrates that planning for the children could be responsive to the circumstances within the birth family.

When children were admitted as babies or toddlers as a result of parental rejection or neglect / abuse, they would typically remain in

Barnardo's care until they reached majority. After 1947, adoption would have been considered under certain circumstances, but not in all cases.

- x. Were children moved between different establishments run by the organisation?

In the 1940s and 50s it was typical for a child in Barnardo's care to move from one home to another or to move from a home to a foster home (and vice versa), or between foster homes.

Later, from the late 1960s and onwards, it became more common for children to move on or back to a home run by the Local Authority, if things didn't work out for them in the Barnardo's establishment.

- xi. If so, in what circumstances?

If a home was closing down or changing its purpose, the children were either dispersed to several other establishments or moved as a group to a new or existing home.

Decisions about changes of placement were usually based on a child's age, and their suitability or otherwise for fostering. Consideration might be given to placement with siblings (see above at viii). As a young person approached school leaving age they were likely to be placed in one of Barnardo's vocational training schools to prepare them for the world of work.

Children were also moved because their behaviour indicated that the home was not meeting their needs, in which case they might move to a more specialised establishment.

- xii. Generally did children typically stay in one, or more than one, establishment?

Most children in the 1940s, 50s and early 60s would have experienced a minimum of two placements within Barnardo's, and very many would have upwards of three changes of placement.

If a child came in for a shorter term placement they would be more likely to remain in one establishment for the duration. In later years from the late 60s, changes of placement became less common.

In the event of a foster home breakdown, or family breakdown

following an attempt to restore to birth family, it was not uncommon for a child to be returned to the home from which they had most recently moved.

- xiii. What provision was made for contact between siblings while siblings were at the establishment?

Often siblings were placed together but where siblings were not initially placed together sometimes efforts were made to reunite a sibling group in one establishment. Where this was not possible visits were sometimes arranged between siblings; this was more common in the 1970s onwards than in the 1940s

It was desirable that children admitted to Craigerne on the recommendation of Psychiatrists, Educational Psychologist and Social Workers had some separation from their families during the settling in period.

- xiv. What provision was made for contact between children and their parents and wider family while children were at the establishment?

Contact with families was reviewed as children approached school leaving age. Some went home at weekends and holidays. The local authority where responsible, would make the arrangements.

- xv. What provision was made for information sharing/updates about the children to their parents?

Barnardo's would write to parents to get their agreement to medical treatment, inform them about holiday arrangements and later in the late 1970's onwards about case reviews.

- xvi. What provision was made for information sharing/updates about parents to their children?

This changed over time. In the early days some report that they weren't told when a relative had died, others report that parents were encouraged to tell the child about the death of their grandparent. This was about major events only.

When a child was the responsibility of the local authority this was all the role of the child's local authority social worker.

- xvii. What provision was made for the celebration of children's birthdays, Christmas and other special occasions?

In the early days children would have been given a birthday cards and presents by Barnardo's. The children would have a birthday party and a cake. In later years money provided by the local authority was given specifically for birthday gifts.

Christmas was celebrated in a big way – large tree, a gift for every child. Gifts would be donated by the public or local charities, but children told they had been left by 'Father Christmas'. The routine was that gifts were distributed after the Christmas Lunch. Children may have been invited to parties or taken to the pantomime, courtesy of local charitable organisations or military bases.

- xviii. What was the process for review of children's continued residence at the establishment, in terms of whether they continued to require to be there?

In the 1940s there would be yearly reviews held at the home, supervised and attended by staff from Head Office. There would be no involvement or input from birth family.

In late 1960s onwards when local authorities were responsible for the child, children and families would be consulted / visited prior to review for update of circumstances – but not invited to attend the review.

From the late 1970s onwards parents would be invited to attend their child's review.

- xix. When children left the care of the establishment, what was the process for discharge?

Discharge from an establishment within the organisation took place without much ceremony when a child was moving to another Barnardo's placement, be it foster home or children's home; in the 1940s children frequently weren't given a detailed explanation of the reason for their move. They would be escorted between placements by a Barnardo's welfare officer or a 'travelling matron'. There was a similar approach if a child left in order to return to their birth family. The following observations therefore relate to children leaving the organisation and moving into work and independent living.

A "Farewelling" ceremony was routine in the 1940s and 1950s – the

young person spent a few days at Headquarters where they would be given clothing, a suitcase, and a Bible. They would be invited into the office of a senior manager who would discuss the advisability or otherwise of contact with birth family in the future, based on the information contained in their file.

Plans for discharge were agreed and monitored through the review system and most children would have a job and lodgings to go to before they actually left the home. Unless the young person was returning to live with birth family they would be referred to the After Care Department for ongoing support.

From the 1960's onwards, the majority of discharges would have been the responsibility of the placing local authority.

- xx. What support was offered to children when they left the care of the establishment?

In the 1940s to the late 1960s, Barnardo's After Care Department actively supported young people for as long as it was needed: welfare officers assisted young people to find accommodation and employment for them, and visited them on a regular basis. If necessary, a young person's wages would be supplemented to ensure their accommodation costs were covered, and to ensure they had appropriate clothing and tools for work.

Some of the homes accommodated former residents on return visits for weekends and holidays.

The After Care Department ran a Guild membership for former residents, and distributed magazines 3 – 4 times a year with news of the homes, of other former residents, e.g. weddings and children, and general developments in Barnardo's work. The department also helped former residents to renew contact with old friends from the homes, and funded wedding gifts for the girls when they got married.

There was also a scheme for the award of Good Conduct Medals as incentive for young people to stay in the same job for one, two and three years respectively.

In later years young people would be referred to Youth Employment services and their maintenance would be financed by the DHSS.

- xxi. What information was sought by the organisation and/or establishment about what children leaving its care planned to go on to do?

As above for 1940s to 1970s, after which time it became the responsibility of the Local Authority to ensure planning for independence took place ahead of the young person's actual date of discharge.

xxii. Was such information retained and updated?

All care records and After Care records for every child resident in a Barnardo's establishment or foster home have been retained in line with Barnardo's Records Retention Policy.

Barnardo's Making Connections service maintains the archive of children's records and provides an access to records service.

All contact with adults formerly in Barnardo's care or adopted through Barnardo's, seeking help or support or access to their information, is recorded and stored at the Making Connections Archive, in line with the requirements of the Data Protection Act 1998.

We would also refer you to the opening statement at the start of this response.

xxiii. What was provided in terms of after-care for children/young people once they left the establishment?

See above under xx).

Present

xxiv. With reference to the present position, are the answers to any of the above questions different?

None of the 7 homes identified by the Inquiry is still operational.

Our current services are described in section 1.6 vi) and practice has continued to develop.

xxv. If so, please give details.

Children and young people are still admitted for a range of reasons but are all now placed by the relevant local authority into a specific residential establishment. A child or young person would normally be placed for a maximum of 3 or 4 years. Moves between different Barnardo's residential establishments do not occur.

Decisions on discharge of children and young people from our care and their subsequent support are made by the placing local authority in discussion with Barnardo's and other relevant agencies.

1.8 Staff Background

(a) Organisation

Past

- i. How many people were employed by the organisation who had some responsibility for residential care services for children?

Between the 1930's and the 1970's all key decisions within Barnardo's were made by Barnardo's Council, composed of part-time unpaid members. The Council's decisions were enacted through a plethora of committees and a series of General Secretaries and General Superintendents whose roles were administrative rather than directional.

In 1964 Vyvyan Cornish was appointed as General Superintendent and set up a host of parties to review all Barnardo's activities. In 1965 the chair of Council Sir Alfred Owen passed over the mantle of leadership to Cornish with support from the Council. In the late 1960's services were relocated to the Divisions including Scotland.

In 1970 a Senior Director and Director of Child Care was appointed with the Directors of Fundraising and Finance reporting to her. Each Division had a Regional Executive Officer who managed the service provision in their area.

All staff appointments were centralised at Barnardo's Head Office in Stepney Causeway and then from the March 1969 Barkingside where the current headquarters of the Charity remain.

It is impossible to say how many people have been employed by Barnardo's since 1930 who had some responsibility for residential care. A reasonable estimate would be several thousand. Each member of staff from the central management to the individual establishments, outreach workers and social workers would have had an element of responsibility for residential care services aligned to their job role.

- ii. How many people were employed by the organisation at any one time who had some responsibility for residential care services for children?

The Scottish Divisional Plan 1977-1981 gives the divisional staff establishment as follows:

- 1 Divisional Children's Officer
- 1 Assistant Children's officer (Residential)
- 1 Assistant Children's Officer (Field)
- 2 Senior Residential Officers
- 1 Fieldwork Teacher
- 4 Senior Social Workers
- 9 Social Workers
- 8 Heads of Residential Establishments

In addition there would be residential social workers at each home, numbers depending on the size of the home. These figures are representative for the period covered.

iii. What experience/qualifications did such staff have?

In the early days prior to WWII residential staff would have had little or no formal qualifications. It was Barnardo's policy to recruit married couples to run the residential homes with assistants. Some superintendents had nursing qualifications and later residential child care qualifications.

By the early 1970's superintendents and senior residential staff were routinely being sent on child care courses. By the mid 1980's a high number of senior staff in residential care had a qualification. In the 1990's there was a huge push to train all residential social workers (RSW's) as they were by then known in SVQ's. Barnardo's developed a comprehensive programme of SVQ's across all homes ensuring that high numbers of staff at all levels were appropriately trained.

There was a move from unqualified residential social work staff to a model where staff were qualified and provided with high levels of performance management and supervision. Training for residential staff was also more widely available and encouraged, both in terms of induction training and ongoing training needs. Many staff completed the 'National Certificate in Child Care' from the Central Training Council.

The 1946 Annual Report on the work in Scotland highlights the many staff changes during the year, stating that "nearly all the homes are at present short of at least two staff on the children's side of work." It goes on to state that "during the last year we have received over 200 applications in answer to advertisements. 142 applicants were interviewed of whom 45 have been engaged. Many of these have only stayed for the probationary month."

In 1947 nursery nursing training courses were running in Glasgow, Dundee and Edinburgh for staff in residential homes and a course for senior staff attended by Miss O'Brien (Balcary) and Miss Hailes (Stapleton Towers)

In 1948 Miss Martin (Glasclune) attended a senior Course organised by the Scottish Home Department.

The Association for Mental Health in Scotland, supported by two members of the Home Department, organised a training day for Superintendents and Deputies to discuss issues and activities for children of different ages.

In 1950 Mr Shaw (Winton Drive) attended the Senior Course . Miss Gouck, Assistant Matron at Glasclune, attended a three month home office course.

Barnardo's ran its own course for residential staff which fulfilled the requirements laid down by the CTC, but additionally had a special concern for the religious education of students. It consisted of two months' preliminary work in a children's home to test their fitness and aptitude for the work. After this, terms were spent at the Staff Training Centre, Woodford Bridge alternated with further periods of practical training in the homes of Barnardo's or the local authority. At the conclusion of 15 months' training an examination was taken. If successful the certificate was awarded.

- iv. If the organisation is a religious order, how many members of the order had a responsibility for residential care services for children provided by the organisation in Scotland?

Barnardo's is not a religious order.

- v. What experience/qualifications did such members have, to equip them to discharge their responsibilities?

This question is not applicable.

Present

- vi. With reference to the present position, are the answers to any of the above questions different?

In 2017, all of our residential staff are expected to have at least a relevant SVQ level 3 and a HNC. Due to local recruitment challenges we have sometimes had to recruit less qualified staff on the basis that they are 'willing to work towards' these qualifications and we provide support for them to do this. The charity has two different pay scales, one for less qualified staff who have lower level qualifications and one for more highly qualified staff who have a relevant degree in teaching, social work or similar.

vii. If so, please give details.

See above.

(b) Establishment

Please see the reports on individual homes.

2. Organisational Structure and Oversight

2.1 Governance

Past

No.	Question	Past	Present (xiii and xiv)
i.	What were the governance arrangements within the organisation?	<p>a. In 1875 Dr Barnardo appointed a committee of trustees who set up a rota to visit the homes and appointed auditors to manage the finances. He was required to supply a monthly report with information about all the children in care in great detail, including full medical reports. This was a significant move away from a one-man operation to a professionally run charity.</p> <p>b. In 1899, the organisation was</p>	Barnardo's now has a Board of between 8 and 20 trustees (13 at the time of writing) with a written schedule of matters reserved to the Board and delegated authority to the Chief Executive and staff and standing committees constituted under Terms of Reference approved by the

		<p>incorporated as a company limited by guarantee and the role and powers of the Council (Board of Trustees) were set out in the Memorandum and Articles. The Council was to consist of ex officio members (President, Vice Presidents and Treasurer and the Founder and Director (Thomas Barnardo) or the Director for the time being) and elected members (trustees). There was to be a maximum of 25 elected members chosen by Members (of Association i.e. akin to shareholders in a Company limited by shares) in general meeting. The Articles contained provision for retirement by rotation of Council members.</p> <p>c. Various changes were made by special resolution to the Articles between 1899 and 1975 (the next substantive change) including changes to who could become a Member of Association; requiring Council members retiring by rotation to wait until a year had expired before being eligible for re-election; and an age limit for Members of Council was included in 1950 (excluding a provision of the Companies Act 1948).</p> <p>d. In 1975 the Articles were substantially revised and modernised and a specific reference made to foster homes. The President and Vice Presidents were no longer Members of Council and Council was specified to be made up of five to 30 Ordinary Members of Association (who had to sign a declaration that they were</p>	<p>Board.</p>
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		<p>Christian and they supported the objects and purposes of the Association) elected by the members in General Meeting. Council members were required to retire every three years and could be re-elected. The Chair's term was set at a maximum of two terms of three years. An age limit for Council members of 75 was introduced with annual re-election after the age of 70.</p> <p>e. Various amendments were made by special resolution from 1975 until the next substantive change in 2011 including permitting one third of Council to be Honorary Members (ie Members of Association who had not signed the Christian declaration), changing references to 'Chairman' to 'Chair' and removing the age restriction for Members of Council.</p> <p>f. In 2011, the Articles were revised to reflect the current work of Barnardo's and modern legislative provisions. The objects were modernised and the reference to Barnardo's Basis and Values was updated to include reference to people of no religious faith (as well as people of other faiths). The Council was renamed the Board and the number of Trustees was changed to between 8 and 20.</p> <p>On the death of Thomas Barnardo in 1905, William Baker, a former member of Council, took on the post of Honorary Director (effectively, CEO). After his death in 1920, bar a short period when a paid Director was appointed</p>	
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		<p>(1920-1923), all key decisions were taken by Council itself for a period of about 50 years. At one point, Council met on a weekly basis.</p> <p>There were various bodies exercising delegated authority as set out below:</p> <ul style="list-style-type: none"> a. Executive Committee: 1908-1946 b. Committee of Management: 1946-1967 c. General Purposes Committee: 1968-1971 d. Executive and Finance Committee: 1971- March 1997 <p>As of April 1997, as a result of recommendations of a governance review (the Council Review Group), changes were made to the role and structure of Council and delegated authorities.</p> <p>Following this change, decisions that had formerly been within the remit of the Executive/Finance Committee were allocated to Council or Senior Executives either individually or collectively.</p>	
<p>ii.</p>	<p>How were the members of the governing body selected?</p>	<p>Until the 1970s, new Members of Council would have largely been persons known to the current Members of Council. They would have been recommended to the Members of Association in General Meeting for appointment. This would not have been unusual by the standards of the day.</p> <p>However, even then, regard was always had to including people with a range of skills, experience and interests relevant to the organisation (see answer to</p>	<p>Barnardo's now recruits new Board members in the following manner.</p> <p>The Governance Committee is tasked with reviewing the size and composition of the Board and overseeing skills, experience and diversity audits to identify the skills, experience, backgrounds and</p>

		<p>question iii below).</p> <p>By the early 1990s, a combined approach was taken including open advertising with a targeted approach.</p>	<p>other such criteria required to achieve the 'ideal board'. The Committee also reviews succession planning for the Board and Committees and agrees an annual plan, a recruitment/selection plan, timetable and induction plan.</p> <p>Once a skills/gap analysis has been conducted, new trustees are sought using open advertising combined with a targeted approach (in the last few years using a search agency).</p>
<p>iii.</p>	<p>What qualifications and/or training, if any, did the members require to have in relation to the provision of residential care services for children?</p>	<p>In 1970s, the Council would have included at least one person from a professional social work/social welfare background, property, knowledge of Government, medicine, members of the clergy.</p> <p>Barnardo's Chair from 1979-1984, Lady Gillian Wagner (now Dame), undertook a Diploma in Social Administration in order to become more effective in her work for Barnardo's.</p> <p>By the 1990s there was a Membership of Association and New Members of Council Committee, which became the Nominations Committee in 2001. It kept under review the make-up of Council and identified gaps in the Trustee body in terms of geographical spread, skills and diversity and recommended action to Council to address</p>	<p>All trustees receive a thorough and tailored induction on appointment.</p> <p>The Board also receives training sessions throughout the year on a variety of matters relating to the provision of children's services.</p> <p>The current skills and attributes listing includes a variety of perspectives on social and welfare issues, including:</p> <ul style="list-style-type: none"> • Education • Health • Children's and young people's services • Fostering and

		<p>identified requirements.</p> <p>As an example, the skills matrix for 1995 includes the following matters under the heading of Child Care:</p> <ul style="list-style-type: none"> • Social work, adoptions • Education • Criminology • Under-fives and families • Medicine and nursing • User/consumer interests • 	<p>adoption</p> <ul style="list-style-type: none"> • Youth justice <p>Local/central government</p>
iv.	Did the members receive remuneration?	To the best of our knowledge trustees have not been remunerated for acting as trustees.	Trustees are not remunerated for acting as trustees.
v.	What was the nature of the accountability and oversight regime between the organisation's governing body and the establishment?	<p>Accountability in the first instance would have been to the General Superintendent through regular written correspondence and the monthly, quarterly and annual returns required of homes as described in the Barnardo Book. A review of the Executive Committee Minutes from the 1940's and 1950's show that a 6 monthly report by the Scottish Representative (later the Regional Executive Officer) was submitted. In most instances the representative appeared in person before the Committee to present their report and answer questions. Copies of these reports have been found in Scottish Annual Reports between 1946-1969 located in the archives.</p> <p>By the early 1960s, responsibility for the quality of care within individual establishments was delegated to senior staff with Council receiving reports.</p> <p>The accountability was via the organisational reporting line to the General Superintendent (until the end of the 1960s); this role</p>	The establishments are no longer open.

		became the Senior Director and latterly the Chief Executive.	
vi.	What visits were made by the governing body to the establishment?	Council members have long undertaken visits to Barnardo's services, including the residential homes. We have not been able to identify a formal pattern to these visits.	Visits to services by Trustees continue to this day.
vii.	What was the purpose of such visits?	The visits were, and are, largely to inform and educate Trustees of the work of the organisation and to ensure that members of Council, now Board, are visible and accessible to staff and service users.	
viii.	How frequently did these happen?	We have been unable to identify a formal pattern of visits.	Trustees agree a visiting schedule with the Chair of the Board as part of their annual objectives setting/review meeting.
ix.	Were children interviewed, or spoken to, by members of the governing body during such visits?	Children would have been present during visits and asked about their general welfare and life in the home. These would not have been private interviews and staff would always have been present.	No change.
x.	If so, were establishment staff present while children were interviewed or spoken to?	To the best of our knowledge, establishment staff would have been present.	
xi.	Were reports of such visits made and discussed by the governing body?	By the 1970s, there was a regular Board agenda item where members reported back verbally. Whilst this is no longer the case, Trustees raise any items of concern identified through their visits to the Chief Executive and Chair.	
xii.	Did visits result in changes to the organisation's	We have not been able to identify any specific examples of this.	

	policy, procedure and/or practice? If so, please give examples.		
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2.2 Culture

Past

- i. What was the nature of the culture within the organisation?

During Dr Barnardo's time religious beliefs provided the strong motivation for many of his initiatives and gave those involved in the charity at that time a missionary confidence in what they did, creating a mix of self-righteousness and compassion.

These religious convictions influenced the work of the charity and attitudes of the staff and were, in many cases the reason that people came to work for Barnardo's.

Barnardo was a strong believer in the moral worth of hard work for himself and the children. There was a rigorous structure to the care provided. Vocational training in brush making, tailoring, carpentry and domestic duties was one of the major benefits of being in a Barnardo's home. There was also a schoolmaster responsible for education and religious tuition which took place in the homes.

The fundamentals of this ideology prevailed largely unchallenged for many decades and can now be viewed as restrictive and restricting, providing an over-institutionalised childhood.

Today, Barnardo's, as a Charity is neither motivated by profit nor by state controlled public service. Although far more reliant on income from central and local government, Barnardo's relative autonomy and freedom to innovate is a powerful attraction for staff coming to work for the organisation. A key component of the work of the Charity today is the role of volunteer staff who give their time, effort and commitment for no other reason than they 'believe in children' and want to improve their lives.

As the culture of Barnardo's has inevitably changed in many small ways over the decades this summary necessarily focusses on those which had a significant impact on the provision of services to children in residential care.

- ii. Was that culture reflected in the organisation's policies, procedures and/or practice in relation the provision of residential care services for children?

This was really reflected for the first time in 1944 when the 'Barnardo Book' was published. Nothing like it had been seen in Barnardo's before. It was a detailed manual which gave the staff specific instructions on how to behave in every situation and at the same time sought to encourage flexibility in place of rigid routines in the homes.

The Barnardo Book stated that:

"it is the earnest desire of the Council that these Homes shall be maintained in the same spirit of practical Christianity that led the Founder to establish them. They are confident that the progress and development of the work since Dr Barnardo passed away have been due largely to the fact that a spirit of loyalty and unselfish devotion to the cause of children has actuated successive generations of helpers, and they earnestly trust that all the staff of the Homes, especially those who have the immediate care of the children, will ever be animated by that which has come to be known as 'the Barnardo spirit'."

- iii. How can that be demonstrated?

The Barnardo Book introduced precise rules concerning and restricting the use of punishment. It encouraged a more relaxed attitude amongst the children describing the ideal home as:

"a place where each member feels secure in the kindness and affection of the others, and willingly co-operates in the duties to be done, taking a full share in the activities and pleasures of the community. Such a home is a happy place, and in an atmosphere of happiness and security serious difficulties of discipline rarely occur...praise and approval for duties well done achieve far more than consistent nagging...encouragement is far better than chastisement."

The book implied that life in the homes had previously been harsh and repressive. The Barnardo Book was revised a number of times in the intervening years to reflect society's changing attitudes to children and childcare.

From the time of its publication until the last Barnardo's long term residential home was finally closed in the 1980's, life for the decreasing number of children in residential care grew increasingly free and 'normal.'

- iv. Did the running of establishments reflect the organisation's culture, policies and procedures?

The Barnardo Book 1955 (2nd edition) describes the residential homes as a place where a child *“will be certain to receive something more than an institutional training: a place in which he or she is considered as an individual whose characteristics have to be studied and to whom real affection must be given; where unkindness is left outside while inside perfect security is felt. For Christ is the Head of the house.”*

It goes on to say that it is the responsibility of each member of staff to carry out this ideal and that the developing boy or girl will be chiefly influenced by the attitude to life of the Superintendent and staff, judging Christianity by their behaviour not by their words.

The influence of the state, social trends and emerging child welfare research had a significant and lasting impact on the lives of children brought up in Barnardo's care, and Barnardo's culture evolved to take account of this changing world.

- v. If not, please provide a representative range of examples and explain, by reference to those examples, why particular establishments were not, in material ways, run in accordance with the organisation's then culture, policies and procedures and what, if anything, was done to change that state of affairs?

Not applicable.

- vi. When and why did any changes in the culture of the organisation come about?

Experiences of children growing up in Barnardo's care enabled the charity to gain a greater understanding of the impact of separation and loss, ethnicity and the potential for mistreatment and abuse of children in large residential establishments.

The move away from long term residential provision in the 1960's towards the development of prevention policies implied that children and more importantly their parents were now seen as victims of their circumstances. This inspired a new confidence in the ability of parents to manage if they were given enough support at the right time.

Barnardo's understood that families' problems did not fit neatly into the

remit of any single organisation and that to be effective help had to be co-ordinated and agencies had to work together in the best interests of the child and their family.

This shift was a major challenge for Barnardo's who previously had total control over the service provision being predominantly funded through donations. New relationships were formed with local authorities and health agencies with co-ordinated responses to contrive solutions to family problems through the mobilisation of an assortment of resources.

Another major shift in culture was placing the child as an individual at the heart of service provision. The high number of children cared for in Barnardo's residential homes did not afford the luxury of individual time with each child. The closure programme of traditional children's homes during the 1960's and the increase in professionally trained staff meant that for the first time children could be placed centre stage. Whereas children and young people had struggled to have their voices heard, their wishes and feelings now became a serious consideration in the decision making process.

This was enshrined in the United Nations Convention on the Rights of the Child (1989) which changed the way that children were viewed and treated.

- vii. Were any changes in culture driven by internal influences, incidents, experiences or events within the organisation, or any of the establishments run by the organisation?

After the World War II, a growing number of offspring of local women and American servicemen, many of them black, were admitted into Barnardo's care. These admissions were added to during the 1950's and 1960's by an increasing number of immigrant children from the Caribbean, Africa and the Indian sub-continent. Despite the issue being discussed by the Council the subject of race was not effectively tackled by the Charity until the early 1960's. A working party was set up to look at race and their recommendations published in a report in 1966 entitled 'Racial Integration.' The report recommended that all homes should be multiracial, that more black staff should be recruited and that white staff should be taught about the immigrant children's ethnic backgrounds.

An internal survey established that more than half the black children in Barnardo's care were 'anti-church' and anti-religion.' This had a significant impact on the charity's Christianity where for almost 100 years the religious training in Barnardo's had remained unchanged. In 1971, after nearly a year of debate Barnardo's Council resolved to accept non-Christian children without attempting to influence their

religious beliefs. Barnardo's is now completely non-denominational, helping children and families of all faiths and of none.

- viii. Were there any changes in culture that were driven by abuse, or alleged abuse, of children cared for at the establishment?

Barnardo's has not been able to find evidence of change in culture as a result of abuse.

- ix. If so, when did they occur and how did they manifest themselves?

See answer to ix) above

- x. Were any changes in culture driven by any external influences or factors and if so what were those influences or factors?

See answer vi) above

Present

- xi. With reference to the present position, are the answers to any of the above questions different?

There is a continuity of culture from that described above to the present day. Across Barnardo's there is wide acceptance of the Basis and Values statements which were developed in the early 1990s:

Our basis

Barnardo's derives its inspiration and values from the Christian faith. These values, enriched and shared by many people of other faiths and of no religious faith, provide the basis of our work with children and young people, their families and communities.

We work in a multi-cultural society and are proud of our roots. We value the contributions of everyone who works or volunteers for Barnardo's – whether directly with children, young people and their families, or in areas such as fundraising, retail, administration and support services.

Our values

- Respecting the unique worth of every person.
We believe that every person is different but equal, and that everyone's unique talent should be recognised and encouraged.
- Encouraging people to fulfil their potential.
We all need encouragement at some time in life. Barnardo's aims to create opportunities for people to make the most of their abilities.
- Working with hope.
Our hope for a better future for all children is the source of much of our inspiration.
- Exercising responsible stewardship.
The commitment of our staff and volunteers to making the best use of all our resources enables us to help children, young people and their families across the UK.

xii. If so, please give details.

See above.

xiii. To what extent, if any, has abuse or alleged abuse of children cared for at any establishments caused, or contributed to, the adoption of the current policies, procedures and/or practices of the organisation, in relation to the provision of residential care services for children including the safeguarding and child protection arrangements applying to its current establishments?

It is not evident that there has been any change in culture, policies, procedures and/or practices in Barnardo's as a result of abuse / alleged abuse. Barnardo's takes child protection very seriously, and over the years has enhanced safeguarding by implementing a range of measures including vigorous staff checks, ongoing training, a complaints system and independent visits and inspection. Barnardo's remains vigilant and continue to review and improve upon procedures.

These include:

- All child care staff go through stringent interviews to show they are suitable and professionally skilled for the job.
- Application forms are rigorously checked for unexplained gaps and references are followed up.
- All staff and volunteers who will have direct access to children

undergo Police checks and are checked against Department of Health and Education and Employment consultative lists.

- All new staff and volunteers undergo safeguarding training as part of their induction. Staff who work directly with children undertake additional safeguarding training appropriate to their role and responsibilities and they are rigorously supervised. They also receive a code of conduct and a professional boundaries policy.

- We have robust complaints procedures and a 'whistle-blowing' policy. On-going training materials are produced so that people know where to go for help and sound the alarm at the first available opportunity.

- Independent people are appointed for children and young people making complaints.

- All residential units have to be registered and inspected either by Social Services Inspectorate, Ofsted or the local authority. In addition, we operate an appointed visitor – independent people, who can make unannounced visits.

- Barnardo's has its own procedures, which are in line with the latest government guidance on good practice in child protection.

- Barnardo's has a process of service quality audits which are carried out in services annually. These involve standards about safeguarding practice.

- Formal child protection investigative procedure. Barnardo's refers all allegations of child abuse by staff to the police and social services for investigation.

Barnardo's is committed to ensuring that its current policies and procedures are strictly adhered to and that the organisation listens to children so that they are protected.

2.3 Leadership

Past

In addition to the general comments below, please see reports on individual homes.

- How was the establishment managed and led?

In addition to the general comments below, please see reports on individual homes.

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- ii. What were the names and qualifications of the persons in charge of the establishment? Please include the dates for when each of the persons was in charge.

Please see reports of individual homes.

- iii. What was the oversight and supervision arrangements by senior management within the establishment?

The superintendents would have provided oversight and supervision on a daily basis. In their absence the deputy or chief matron would have been in charge. In the larger homes there were houseparents for each group of between 10-12 children. The houseparents would report to the superintendent and their deputy. Assistant houseparents would report to the houseparents. The ancillary staff would report directly to the superintendent.
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- iv. What were the oversight arrangements by the organisation, including visits by or on behalf of the organisation?

<p>The management of homes in Scotland was subject to a system of oversight with two aspects. Firstly, there was oversight and monitoring by senior management in Scotland. Secondly, there was also oversight and monitoring by Barnardo's Head Office in London, which received copies of Incident Reports and Annual Reports from a Domestic Advisor, Medical Advisor and Social Work Advisor who was responsible for recruitment and training.</p> <p>Visits to homes in Scotland were also undertaken by Trustees designated as the visitor for Scotland. The designated Trustee visited annually. Visits were also received from the chair of the Council on special occasions. The annual reports reviewed from 1946 to 1969 record that these visits took place. We do not have annual records from 1970 onwards.</p> <p>Four Barnardo's advisors – Domestic, Medical, Social Work and Education – held a UK wide remit. In the 1970's to 1980's the Advisors were significantly engaged in operational matters (advising, for example, on nutrition, furniture and equipment purchases and specific care issues). The preparation of annual reports by the Advisors continued into the late 1980's. Apart from the Education Advisor, the Advisors generally visited Barnardo's homes in Scotland at least once a year. By the late 1980's the role of Advisors had become</p>

predominantly concerned with the provision of policy advice, and with contribution to the confirmation of Divisional Plans and service design proposals.

See separate report on each home.

Present

- v. With reference to the present position, are the answers to any of the above questions different?

Not applicable.

- vi. If so, please give details

Not applicable.

2.4 Structure

Past

- i. What was the structure of the organisation?

The late 1960's saw a change in Barnardo's divisional structure. Although Dr Barnardo had set up the beginnings of a divisional structure, the major weight of Barnardo's resources was still going into the South East of England. The greatest concentrations of deprived children were to be found in inner cities spread across the UK.

In April 1968 an internal report recommended that Barnardo's should site its work where it was most needed. This demanded the transfer of many Barnardo's services to the Midlands, the North, Scotland, Wales and Northern Ireland. With the Divisional structure, accountability was achieved through direct management, reporting, policy and procedural directives, and a system of UK meetings that aimed to ensure consistent implementation across the UK.

By the start of the 1970's the re-organisation was complete and the Charity had shifted its focus away from residential work towards families and regional development.

Each Division had a director who reported to a UK Director of Child Care and Deputy. The Director of Child Care reported to a Barnardo's UK Council of Trustees, which met six times a year (as well as engaging in an annual residential strategic forum). The Council received reports from Departmental Heads.

The title of Divisional Director, formerly Divisional Children's Officer and Regional Executive Officer changed over time, but the role remained the same. Divisional Directors were line managed by the Director of Child care and reported regularly on issues of risk and reputation management, and on issues of significant strategic and operational impact.

All Divisional Directors met with the Director of Child Care on a monthly basis; these meetings concerned the oversight of strategy and operations and were also attended by other members of the Head Office team and Advisors. All Divisional Directors, the Director of Child Care and the Deputy Director also met three times per year, for a period of three days, with Advisors and corporate colleagues to formulate policy, consider practice and service development, and formulate implementation plans.

The Annual Report of the Scottish Region 1967/68 highlighted the increased integration of residential and fieldwork, achieved by the increased co-operation and interdependence of residential and field workers with good support from administrative staff. Monthly staff meetings of all superintendents and field work staff are by this time well established. This improved communication between staff in different homes, resulting in inter-home visits and activities. Some homes operated an exchange of staff for one month to see other methods of working.

Some early devolution of responsibilities from Head Office at Barkingside, London may be seen in a memorandum from June 1972 relating to the reorganisation of the medical department, which saw the appointment of a suitable General Practitioner for a residential home assigned to Divisional staff. Significant functions such as human resources and finances were centralised at Barkingside for some time further. During the 1980's greater Divisional devolution occurred: for example finances, recruitment and other personnel functions, media and fundraising became the responsibility of Barnardo's in Scotland.

- ii. What was the structure of the establishment?

In addition to the general comments below, please see reports on individual homes.

The model of care originally envisaged by Barnardo's was the recreation of a traditional family unit. For this reason, Barnardo's sought to recruit a married couple to be in charge of each children's home.

Primary management of a Barnardo's home was the responsibility of the Superintendent and Deputy Superintendent, depending on the size of the home.

Often the superintendents were well-experienced, were of long standing, maybe 10 to 20 years' service. They had worked out a secure routine for the staff and children. Children came in and usually settled into the routine and stayed a few years in an atmosphere where they knew what to expect.

This had changed by the late 1960's when children started to take a more active part in the life of their home. This was seen as less tidy, less safe and more demanding on staff, who, for the most part believed they were helping the children to work through their difficulties and so to grow and mature on a reality-based security, rather than expecting them to adjust to an environment which may be unrelated to what they have come from, and to which they expected to return. Increased staff/child ratios allowed for this change where it may not have been possible 20 years previously. With a team of 8 staff for 16 to 24 children, it was possible for the staff group to support its individual members, when in particularly stressful situations, meeting the particular needs of the child when they most needed it.

Present

- iii. With reference to the present position, is the answer to the above question different?

None of the 7 homes identified by the Inquiry are still operational.

- iv. If so, please give details.

See above.

2.5 Hierarchy and Control

Past

- i. What was the hierarchy within the organisation?

From 1866 to 1876 Thomas Barnardo ran the charity singlehandedly. In 1876 he appointed a committee of trustees and auditors. Barnardo's successor was William Baker who was appointed to chairman of the council in 1905. In 1920 Sir Harry Stileman was appointed to be the first paid director of the charity.

- ii. What was the structure of responsibility within the organisation?

The Council made all key decisions itself through a plethora of committees and a series of General Secretaries and General Superintendents whose roles were administrative rather than directional. The Council sat once a week. This continued into the early 1960's when Vyvyan Cornish was appointed as General Superintendent. He instigated the internal review of 1968 (See under 2.4 i)

In 1970 the Council appointed outside management consultants to look at the structure of the charity and the relationships between its Council, committees and senior staff. The outcome was a recommendation that a Chief Executive be appointed, with three directors – of Child Care, Fundraising and Finance. The Council accepted the proposal and in 1972 Mary Joynson, the first Senior Director and Director of Child Care was appointed.

Today the managerial organisation at the top of Barnardo's is similar to that proposed in 1971 – a Chief Executive Officer backed by Directors across all the functions within Barnardo's. A current organisational chart for the corporate leadership team is attached as **Appendix 2**.

- iii. What were the lines of accountability?

The General Superintendent was the Principal Officer responsible to the Council for the administration and welfare of all children past and present. He was the channel through which instructions of the Council and its committees were conveyed to all members of staff employed for the care, training and education of children and staff.

The Assistant General Superintendent dealt with the execution of Council and Committee of Management instructions and the checking of Home Office requirements and co-ordination of work in the regions.

- iv. Within the organisation, who had senior management/corporate/organisational responsibility for the managers/management teams/leadership teams who managed the establishment on a day-to-day basis?

The Superintendent reported either directly to the Divisional Children's Officer or later to an assistant divisional director as per the structure indicated at **Appendix 3**.

- v. What were the reporting arrangements between the establishment and the organisation?

The Superintendent had management responsibility for the staff employed at the establishment.

- vi. Within the establishment itself, who had managerial responsibility for, or was in overall charge of, those employed there, including in particular those who were involved in the day-to-day care of children, and any other persons who had contact with the children?

When on shift the care workers would have had responsibility for the welfare and maintenance of the children in their care. The overall welfare of the children sat with the Superintendent who usually lived on site.

- vii. To whom were child care workers within the establishment directly responsible?

All internal policies and procedures were developed to comply with the regulatory framework of the time.

Barnardo's sought to ensure consistency across Divisions by virtue of detailed policy and procedural guidance to staff. The Barnardo Book and its successor instruments (now an online resource) provided highly specific direction on operational matters (including, for example, the provision of letter templates to be used across the organisation).

The April 1979 Barnardo's Assisted Community Homes: Handbook for Managers and Staff adopted a progressive approach to questions such as sexual development and discipline.

- viii. Who, within the organisation, took decisions on matters of policy, procedure and/or practice in relation to the establishment?

The Superintendent with oversight from the Assistant Divisional Director.

- ix. Who, within the organisation, was responsible for the implementation of, and compliance with, the organisation's policies, procedures and/or practices at the establishment?

Please see the reports on the individual homes.

Present

- x. With reference to the present position, are the answers to any of the above questions different?

Not applicable.

- xi. If so, please give details.

Not applicable.

2.6 External Oversight

Past

- i. What were the arrangements for external oversight of the organisation and the establishment?

The legislative framework applicable to the periods with which the Inquiry is concerned included the Children and Young Persons (Scotland) Acts 1937, 1948 and 1968. Oversight fell under the provisions of the Children (Boarding Out) (Scotland) Rules and Regulations 1947.

The Scottish Annual Report of 1955 records that "*we continue to receive much help and encouragement from the Scottish Home Department and have a good relationship with the Children's Officers.*"

Regulation 4 (1) of the Administration of Children's Homes (Scotland) Regulations 1959 required *"the administering authority for any home shall make arrangements for the home to be conducted in such a manner and on such principles as will secure the well-being of the children in the home."*

Regulation 4(2) provided that:

The administering authority for any home shall arrange for the home to be visited at least once a month by an authorised visitor who shall satisfy himself that the home is conducted in accordance with Regulation 1 of these Regulations, shall report to the administering authority on his visit and shall enter in the log book his name and date of his visit."

For the purposes of the 1959 Regulations, the 'administering authority' identified by Barnardo's was the Regional Executive Officer. The task of monthly visiting and reporting was discharged to the Deputy Regional Executive Officer and later the Assistant Divisional Director (ADD).

The 1968 Act deemed that establishments had to be registered by the local authority and consolidated the procedures for inspecting residential establishments.

Barnardo's has not been able to locate any inspection reports for the identified Scottish homes in the archives. These would have been destroyed in line with Barnardo's retention and destruction policy.

- ii. Who visited the organisation and/or the establishment in an official or statutory capacity and for what purpose?

Each home would have had a visitors' book which would have captured the names of all those who visited then home. These have been destroyed under Barnardo's destruction policy. Barnardo's is unable to say with any accuracy who visited any of the homes in an official or statutory capacity.

The Annual Report of 1946 states that visits were made by Dr Finlay of the Public Health Department and Dr Ida Seymour and Miss Maynard of the Department of Health. The purpose of these visits is not known.

The 1950 Annual report highlights the 'co-operation and encouragement in all spheres of our work received from the Scottish Home Department. Help was also received from the Department of Education and the School Medical Services, particularly in the recent endeavour to obtain information concerning physically handicapped children in Scotland.'

As children were placed by both local authorities and the education department it is reasonable to suggest that children's officers would have visited the home.

iii. How often did this occur?

The Annual Report of 1952 states that representatives from the Scottish Home Department visited the homes regularly, and frequently sent out other visitors, children's officers etc. "They are always helpful in their criticism and very appreciative of the work being done."

iv. What did these visits involve in practice?

There are no records of these visits in the archives so Barnardo's is not able to comment in detail on what these visits involved. From annual reports it appears that they inspected the physical facilities and talked to the superintendent. It is unclear whether they saw any children during these visits.

v. What involvement did local authorities have with the organisation and/or the establishment in respect of residential care services for children?

Barnardo's has reviewed Scottish Annual Reports from 1946 – 1969 which are in the Barnardo's archives, retained as part of a 10% sample of management papers. These show that in 1950, 1 child was admitted from the local authority. In 1954 that number increased to 51 and by December 1960 had risen to 107. The last Annual report shows that of the 78 children admitted to Barnardo's residential homes in the year 1968/1969, 70 were placed by the local authority. They do not record how many children were placed in each home each year from the local authority.

Local Authorities made applications to place children in the care of Barnardo's. In the 1940's and 1950's the requests would have been for a general placement, as the annual reports show that some children were placed in homes in England due to the lack of vacancies in Scottish homes. From the late 1950's onwards as more specialist homes opened local authority children were referred to a specific establishment in Scotland.

The annual reports viewed state that child welfare officers visited, but with what frequency and for what purpose is unknown.

- vi. What involvement did local authorities have with the organisation and the establishment in respect of the children at the establishment?

The Annual Reports from the 1960's reveal that there was a good relationship with the Children's Officers.

- vii. If the establishment was run by a Catholic religious order, what actual involvement and/or responsibility, whether formal or informal, did the Catholic Hierarchy/Bishops' Conference have, either directly or at diocesan level, in the creation, governance, management and/or oversight of the establishment?

The establishment was not run by a Catholic Order.

- viii. What was the nature and extent of any pastoral care provided to the establishment, if it was run by a religious order?

See above.

Present

- ix. With reference to the present position, are the answers to any of the above questions different?

For the period from the 1990s to 2012, an Appointed Visitors scheme operated for all residential services in Scotland. This involved independent lay volunteers being allocated to each residential service and visiting on both an announced and unannounced basis. Written reports of each visit were submitted for management action and an annual meeting was held to review issues across all of the establishments. This arrangement was ceased after consultation with the Appointed Visitors as their reports were increasingly duplicating the inspection reports produced by the Care Inspectorate.

None of the 7 homes identified by the Inquiry are still in operation.

- x. If so, please give details.

See above.

