Part C - Prevention and Identification

4. Policy and Practice

4.1 National

Past

i. Was there national policy/guidance relevant to the provision of residential care for children?

The seven Barnardo's homes referred to by the Inquiry were in operation between 1941 and 1990. Barnardo's has not retained copies of national policies or procedures from this time. Barnardo's is not therefore able to provide a list of policies from this time period. However parts of Barnardo's Social Work: Policy and Procedure Manual have been retained. The available parts of the manual refer to national policies/guidance (please see iii. below).

ii. If so, to what extent was the organisation aware of such?

Barnardo's would have been aware of, and complied with, any national policies or guidance. Within the available parts of the manual there is evidence that Barnardo's own policies and procedures were updated with reference to new legislation, regulations and national policies/guidance. There is also evidence of key documents being circulated and being made available to staff.

iii. If there was national policy/guidance in respect of any of the following in relation to provision of residential care for children, to what extent was the organisation aware of such?

- Child welfare (physical and emotional)
- Child protection
- Complaints handling
- Whistleblowing
- Management of residential establishments
- Child migrants
- Record retention
- Recruitment and training of residential care staff
- Requiring employers to divulge details of complaints etc. to prospective employers
- Reviewing a child's continued residence at a residential establishment

Barnardo's would have had regard to all available guidance, including the Department of Health's publication 'Working together under the Children Act 1989', Department of Health.

The available parts of Barnardo's Social Work: Policies and Procedures Manual expressly refer to the following guidance and standards:

- 'That's the Limit - A Guide to Sensible Drinking', Health Education Council (available in 1985);
- 'What every parent should know about drugs' Department of Health and Social Security (available in 1985);
- 'What parents can do about drugs' Department of Health and Social Security (available 1985);
- 'Drug misuse – basic briefing' Department of Health and Social Security (available 1985);
- 'ILLUSIONS' film by the Central Office of Information for the Department of Health and Social Security (available 1985);
- Department of Education and Science, series of booklets with comprehensive information on safe practices in schools (available in 1985);
- 'Play it safe' Health Education Council booklet (available in 1985);
- 'Health Services Management – Family Planning Services for Young People' Department of Health and Social Security circular HC (86)1/HC(FP)(86)1/LAC(86)3 March 1986;
- 'Before You Go – The Traveller's Guide to Health' Leaflet SA 40, Department of Health and Social Security (available 1988);
- 'While You're Away – The Traveller's Guide to Health' Leaflet SA 41, Department of Health and Social Security (available 1988);
- 'Code of Practice for health and safety in workshops of schools and similar establishments' British Standard 4163, as amended by AMD480 and AMD5394 (available in 1989);
- 'Health and Safety in Ceramics' and Department of Education and Science Safety Series No. 3, guidance on pottery safety (available 1989).
- Reference to the Health Education Council publishing a wide range of material relating to health and safety education (available 1990).

iv. If the organisation was aware of such, did they give effect to that policy/guidance?

Yes.

v. If so, how was effect given to such policy/guidance?

Within the available parts of the manual there is evidence that Barnardo's own policies and procedures were updated with reference to new legislation, regulations and national policies/guidance. There is also evidence of key documents being circulated and being made available to staff.

vi. If not, why not?

N/A.

Present

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

Yes.

viii. If so, please give details.

National Guidance for the External Management of Residential Child Care Establishments was published by the Scottish Government in June 2013. The guidance applies to those with external management responsibilities for any residential child care establishment including children's homes, secure care and some residential schools. The guidance draws on existing statutory requirements, research and the experiences of those currently in the role. It describes current positive practices, provides 'principles' and outlines the essential tasks and key responsibilities of the external manager. The guidance clarifies the roles and responsibilities of the external manager building on the requirements already set out in regulations. The main tasks of the external manager were introduced in the Children (Scotland) Act 1995 Regulations and Guidance, Volume 2: Children Looked After by Local Authorities (1997).

Registered residential child care establishments must, under the Public Services Reform (Scotland) Act 2010, section 53(6), provide the Care Inspectorate with certain information. This includes completing an annual online self assessment, submitting an annual return and facilitating the independent inspection process. Organisations must therefore, on an individual service basis, provide assurance to the Care Inspectorate that they are giving effect to relevant policy/guidance.

In April 2009, the Scottish Government passed Statutory Regulations about a phased programme of compulsory registration of key groups of social services workers including residential childcare workers. The Regulations state that once required registration commences for any group of workers, employers/providers must only employ registered workers in relevant posts

and that any new recruits to these posts must achieve registration within six months of commencing employment. Workforce registration is managed by the Scottish Social Services Council (SSSC). A new level 9 qualification requirement for the residential child care workforce was announced by Scottish Government on 26 November 2015 and will be implemented in a rolling programme from 1 October 2017.

4.2 Local Authority

Past

i. Was there local authority policy/guidance relevant to provision of residential care for children?

The seven Barnardo's homes referred to by the Inquiry were in operation between 1941 and 1990. Barnardo's has not retained copies of national policies or procedures from this time. Barnardo's is not therefore able to provide a list of policies from this time period. However parts of Barnardo's Social Work: Policy and Procedure Manual have been retained. The available parts of the manual refer to guidance provided by Strathclyde Regional Council.

ii. If so, to what extent was the organisation aware of such?

Barnardo's would have been aware of, and complied with, any available local authority policies or guidance. Within the available parts of the manual there is evidence that Barnardo's own policies and procedures were updated with reference to new legislation, regulations and national policies/guidance. There is also evidence of key documents being circulated and being made available to staff.

iii. If there was local authority policy/guidance in respect of any of the following in relation to provision of residential care for children, to what extent was the organisation aware of such?

- Child welfare (physical and emotional)
- Child protection
- Complaints handling
- Whistleblowing
- Management of residential establishments
- Child migrants
- Record retention
- Recruitment and training of residential care staff
- Requiring employers to divulge details of complaints etc. to prospective employers
- Reviewing a child's continued residence at a residential establishment

The available parts of Barnardo's Social Work: Policies and Procedures

Manual expressly refer to the following report:

- 'Room to Grow', 1978/79, Strathclyde Regional Council.

iv. If the organisation was aware of such, did they give effect to that policy/guidance?

Yes.

v. If so, how was effect given to such policy/guidance?

The manual demonstrates that Barnardo's own policies and procedures reflected local policies/guidance. There is also evidence of key documents being circulated and being made available to staff.

vi. If not, why not?

N/A.

Present

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

Yes.

viii. If so, please give details.

Local authorities will not normally issue policy/guidance relevant to provision of residential care for children. However, the due diligence requirements of their commissioning and contract monitoring processes ensure that organisations have all relevant policies in place. Local authorities also monitor the progress of individual children through the Children's Plan and overall effectiveness of services will be monitored by the Child Protection Committee and local strategic planning groups.

4.3 Admissions

(a) Policy

Past

i. What policies and/or procedures did the organisation/establishment have in place in relation to admission of children to the establishment?

The earliest information regarding admissions has been located in *'Something Attempted – Something Done'* written by Dr Barnardo in 1886. He sets out the policy for admission to his first home in Stepney, London.

A statement prepared by Mr Davies in March 1933 titled 'Rules and General Policy' provides further guidance on admission of children into Barnardo's care.

The Barnardo Book Chapter 1 lays out the policy for the admission of children into the care of Barnardo's.

Before any child was received into Barnardo's sanction had to be given by Headquarters. The only exception to the rule was a 'shelter case' which was an urgent case due to some local disaster.

Following receipt of an application for admission, an officer would make enquiries which were collected and condensed into a narrative of the applicant's history upon which the decision for permanent admission was made.

Each of these documents is available on request.

ii. Was there a particular policy and/or procedural aim/intention?

In his Rules and General Policy guidance Mr Davies states that *'the first point of interest in regard to our method of dealing with applications for the admission of children is the attitude in which we approach the matter. This question of attitude is one of no small importance. Whether the application leads to the admission or not, the manner in which we respond is bound to have its effect upon the mind of the applicant.'* He suggested that Barnardo's should show courtesy and warmth of sympathy while indicating that there are qualifying conditions upon admission to be considered.

Grounds for admission as cited in the Barnardo Book 1955 are:

- Where there is great need
- Where a child is in moral danger or seriously neglected
- Where Barnardo's is exercising its functions as an Adoption Society.

Barnardo's continues to work with the most disadvantaged children.

iii. Where were such policies and/or procedures recorded?

All policies were recorded in the Barnardo Book and updated by the production of circulars on various topics as practice developed and new regulations came into force.

iv. Who compiled the policies and/or procedures?

The General Superintendent was the Principal Officer responsible to the Council for the administration and welfare if all children past and present. He was the channel though 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.

v. When were the policies and/or procedures put in place?

The original Barnardo Book was published in 1943 with later editions in 1952 and 1955.

vi. Do such policies and/or procedures remain in place?

The Barnardo Book continued to be updated and in general use until the 1960's when it was phased out in line with the programme of closure of the charity's residential children's homes. It was replaced by a social work policy and procedures manual aligned to relevant legislation and regulations for each area of work in which Barnardo's delivered services such as specialised residential care for children with disabilities, fostering, adoption and day care.

vii. Were such policies and/or practices reviewed?

Policies and procedures were regularly reviewed to ensure that they complied with new legislation or regulations relating to the provision of residential care for children. Circulars would be issued with guidance for staff.

viii. If so, what was the reason for review?

See vii.

ix. What substantive changes, if any, were made to the policies and/or procedures over time?

In the early days a child would be admitted to a reception centre for a period of one month whilst an investigation was undertaken. The Placement Committee would make the decision about admittance to the homes. A child would then be transferred to a branch home with a suitable vacancy. Starting

from the late 1950s, applications from local authorities would be for admission to a specific home or school.

x. Why were changes made?

Changes were made in response to the nature of different family circumstances and the reasons for admission into care. The move away from long term residential care and the drive towards providing short term support to families required children to be placed as near geographically as possible to maintain contact.

xi. Were changes documented?

Changes would have been documented in the relevant procedural guidance to staff, by the production of a circular detailing the required practice standard.

xii. Was there an audit trail?

Outdated policies and procedures would have been destroyed in line with Barnardo's retention and destruction of information policy.

Present

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

None of the homes are still in operation.

xiv. If so, please give details.

N/A.

(b) Practice

Past

i. Did the organisation/establishment adhere in practice to its policy/procedures in relation to the admission of children to the establishment?

Yes

ii. How was the adherence demonstrated?

This is demonstrated through admission histories in individual case files, Placement Committee Minutes, Executive Committee Minutes and Scottish Annual Reports.

iii. How can such adherence be demonstrated to the Inquiry?

As above.

iv. Were relevant records kept demonstrating adherence?

Admission histories are located in individual case files. Executive Management Committee Minutes have been retained in the archives, Annual Reports between 1946 and 1968 have been retained and there is reference to Placement Committee decisions in individual children's files.

v. Have such records been retained?

Some examples of these records have been retained in the archives.

vi. If policy/procedure was not adhered to in practice, why not?

Not applicable.

vii. If policy/procedure was not adhered to in practice, what was the practice?

Not applicable.

Present

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

None of the homes are still in operation.

ix. If so, please give details.

N/A.

4.4 Day to Day

(a) Policy

Past

i. What policies and/or procedures did the organisation/establishment have in place in relation to the day to day running of the establishment?

The Barnardo Book 1955 contains the following chapters relating to the day to day running of the homes. • Education • Medical Services • Religious Training and Sex Education • Maintenance of Discipline • The Leisure Time of School Children • Vocational Guidance and Training • Placing and After Care Chapter II entitled 'Branch Homes' covers areas such as housework, table manners, evening routine, visits by relatives, wardrobe, gifts and holidays.

ii. Was there a particular policy and/or procedural aim/intention?

In Chapter II of the Barnardo Book (point 28) it states that *'every Branch Home was described as an integral part of Dr Barnardo's Homes, but as with private families the management of one will differ from another. The general standard to be achieved everywhere is that which would become a Christian family home.'*

iii. Where were such policies and/or procedures recorded?

See i above

iv. What did the policies and/or procedures set out in terms of the following?
- Activities for children
- Off-site activities for children including trips, holidays and visits to family
- Schooling/education
- Discipline

Activities

Play for children aged 5-7 years, is described under 4 headings:

- Physical activities – skittles, ropes and tumbling mats, chasing, climbing and jumping
- Imitative Play - dressing up, dolls houses, soldiers, toy engines and aeroplanes
- Constructive Play – materials to experiment with and make things, plasticine, jigsaws and water play
- Organised Play – singing, stories, percussion band

Suggested activities for the 7-11 year olds included collecting things such as stamps, postcards, butterflies. It was noted in the policy that sex differences become marked during this period. Girls mostly enjoy dressing up and acting, sewing, decorating, designing and fairy stories. Boys like carpentry, construction activities like meccano, model trains and adventure games. All enjoy outside activities such as swimming, climbing and team games. Brownie Packs for the girls and Wolf Club for the boys are recommended.

Suggested activities for the 11-14 year olds Board Games such as monopoly, sewing, embroidery and making own clothes, and books. Outdoor activities included cricket, football, netball, swimming tracking and rambling. Guides and Boys Brigade, music, sketching and painting are also suggested activities.

Chapter II page 17 paragraph 72 in the Barnardo Book sets out the guidance for visits from relatives which had to be approved in the first instance by the Chief Executive Officer. Paragraph 73 sets out the conditions for nights away and holidays with relatives.

Schooling/Education

Chapter VI of the Barnardo Book covers the education of children whilst in the care of Barnardo's. Page 36 paragraph 221 states that *'superintendents are asked to exercise the same concern for progress of their children at school as a good parent does for his own children.'* It is the duty of the superintendent to ensure that when a child reaches the age of 5 or is newly admitted into a branch home they approach the head teacher of the appropriate school to secure a place. Paragraph 233 states that *'every encouragement should be given to boys and girls attending grammar or technical schools to make the most of their opportunities for advancement and to qualify for entry to training colleges or to the universities.'*

Discipline

Chapter IX in the Barnardo Book covers the Maintenance of Discipline. Paragraph 360 states that *'the guiding principle in all matters relating to the control of very young children should be to prevent a situation arising where punishment becomes necessary.'* Paragraph 361 states that *'superintendents should be familiar with the Home Office Regulations as laid down in the Administration of Children's Homes Regulations 1951, and their interpretation as given in the Memorandum by the Home Office on the Conduct of Children's Homes'.* This gave guidance on the use of corporal punishment and discipline.

v. Who compiled the policies and/or procedures?

The General Superintendent was the Principal Officer responsible to the Council for the administration and welfare if all children past and present. He was the channel though 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.

vi. When were the policies and/or procedures put in place?

The original Barnardo Book was published in 1943 with later editions in 1952 and 1955.

vii. Do such policies and/or procedures remain in place?

The Barnardo Book continued to be updated and in general use until the 1960's when it was phased out in line with the programme of closure of the charity's residential children's homes. It was replaced by a social work policy and procedures manual aligned to relevant legislation and regulations for each area of work in which Barnardo's delivered services such as specialised residential care for children with disabilities, fostering, adoption and day care.

viii. Were such policies and/or practices reviewed?

Policies and procedures were regularly reviewed to ensure that they complied with new legislation or regulations relating to the provision of residential care for children. Circulars would be issued with guidance for staff.

ix. If so, what was the reason for review?

See above.

x. What substantive changes, if any, were made to the policies and/or procedures over time?

A memo dated 4th January 1961 drew superintendent's attention to the advisability of teaching every child to swim and the Council resolved that this

should be a principle of the work. During 1977 there was a considerable amount of discussion about issues of care and control within Barnardo's establishments. A circular was issued on 5 July 1977 to provide staff with guidance on methods of control. In relation to corporal punishment it states that: *'the only form of corporal punishment permitted by Barnardo's is in relation to a child under ten years of age and is limited to a smack on the child's hand with the bare hand of the person administering the punishment. An entry must be made in the punishment book and on the child's personal file. No child suffering from a mental or physical disability should be smacked.'* Any other form of corporal punishment was forbidden.

xi. Why were changes made?

Changes were made to the Care and Control policy in line with legislation and statutory regulations governing the running of children's homes.

xii. Were changes documented?

Changes would have been documented in the relevant procedural guidance to staff, by the production of a circular detailing the required practice standard.

xiii. Was there an audit trail?

Outdated policies and procedures would have been destroyed in line with Barnardo's retention and destruction of information policy.

Present

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

None of the homes are still in operation.

xv. If so, please give details.

N/A.

(b) Practice

Past

i. Did the organisation/establishment adhere in practice to its policy/procedures relating to the day to day running of the establishment?

Yes.

ii. Did the organisation/establishment adhere in practice to its policy/procedures in terms of the following?

- Activities for children
- Off-site activities for children including trips, holidays and visits to family
- Schooling
- Education

Yes.

iii. How was adherence demonstrated?

Adherence was demonstrated through correspondence between the organisation and superintendents of the homes.

iv. How can such adherence be demonstrated to the Inquiry?

Adherence can be demonstrated through correspondence between the organisation and superintendents of the home and from information contained in individual children's files.

v. Were relevant records kept demonstrating adherence?

Yes, there was a daily log which captured group and individual activities and holidays. The visitors book would have captured visits from family, social contacts, welfare workers, later social workers and visits from senior managers within Barnardo's, trustees and VIP guests. The punishment book would have recorded incidents where corporal punishment was administered and a sanctions book which appeared in the 1970's would have recorded the withdrawal of privileges such as a reduction in pocket money or exclusion from a group activity.

vi. Have such records been retained?

Some examples of these records have been retained in the archives.

vii. If policy/procedure was not adhered to in practice, why not?

Not applicable.

viii. If policy/procedure was not adhered to in practice, what was the practice?

Not applicable.

Present

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

None of the homes are still in operation.

x. If so, please give details.

N/A.

4.5 Children

(a) Policy

Past

i. What policies and/or procedures did the organisation/establishment have in place in relation to caring for children at the establishment?

The Barnardo Book contains the following chapters relating to the care of children in the homes.

- Education
- Medical Services
- Religious Training and Sex Education
- Maintenance of Discipline
- The Leisure Time of School Children
- Vocational Guidance and Training
- Placing and After Care

ii. Was there a particular policy and/or procedural aim/intention?

Chapter II page 10 paragraph 25 of the Barnardo Book 1955 states that *'the first task of staff receiving children is to welcome them and seek to make*

them feel at home. There should be warmth in the welcome, friendliness, informality and understanding. The child should be allowed to retain his own possessions and the comfort of all possible links with home.'

iii. Where were such policies and/or procedures recorded?

Chapter II page 11 paragraph 31 states that *'superintendents are responsible for the Home and for the physical, mental and spiritual welfare of the children in it.'*

Until the late 1950s or early 1960s safeguarding and child protection issues would have been covered by the general welfare policies. There were no specific policies relating to safeguarding, child protection and emotional health and wellbeing. Specific policies for emotional health and wellbeing were developed from the 1990s onwards.

Child Protection
Within the Barnardo Book there is a memo dated 3rd January 1953 (ref: G.S. 53/1) which draws superintendents' attention to the *'basic Barnardo rule that our boys may not go on holiday with single men, whether they be pen friends, Barnardo uncles, or simply friends of the home of the boys concerned. Neither may they accept invitations from these friends which would involve spending the night away from the Home.'* A memo dated 22nd June 1953 (ref: G.S.53/5) sent to superintendents outlined the procedure for responding to an allegation against a member of staff.

Medical Care
This is covered by Chapter VII of the Barnardo Book. Page 41 paragraph 255 states that *'the efficiency and success of a Home depends on the maintenance of a high standard of health amongst the children.'* The Chief Medical Officer was responsible for the general medical policy of the Homes and for the administration of the medical services. The responsibilities included the supervision of the health of the children and the inspection of the sanitary conditions of the Home, the dietary of the children, and such matters as may affect their general health. A local medical officer was appointed for each Home who would complete medical examinations, treat sick children, carry out immunizations, and advise on dietary and hygiene.

Children's physical wellbeing
In addition to the general welfare policies and medical care policy there is a circular dated 14th August 1953 which sets out the allowance for clothing of up to £15 per child per annum.

iv. What did the policies and/or procedures set out in terms of the following?

- Safeguarding
- Child Protection
- Medical care
- Children's physical wellbeing
- Children's emotional and mental wellbeing

See above at iii.

v. Who compiled the policies and/or procedures?

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 though 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.

vi. When were the policies and/or procedures put in place?

The original Barnardo Book was published in 1943 with later editions in 1952 and 1955.

vii. Do such policies and/or procedures remain in place?

The Barnardo Book continued to be updated and in general use until the 1960's when it was phased out in line with the programme of closure of the charity's residential children's homes. It was replaced by a social work policy and procedures manual aligned to relevant legislation and regulations for each area of work in which Barnardo's delivered services such as specialised residential care for children with disabilities, fostering, adoption and day care.

viii. Were such policies and/or practices reviewed?

Policies and procedures were regularly reviewed to ensure that they complied with new legislation or regulations relating to the provision of residential care for children. Circulars would be issued with guidance for staff.

ix. If so, what was the reason for review?

See above.

x. What substantive changes, if any, were made to the policies and/or procedures over time?

In October 1991 Barnardo's published a booklet titled *'Barnardo's is a Child Protection Agency.'* The aim of the booklet was to *'establish the need of the child who has been abused as paramount in the work with families.'* It also

sought to set out clearly the responsibilities of Barnardo staff in the area of child protection.

The booklet covered the following areas:

- Policy
- The nature of child abuse
- Duties and powers
- Procedural requirements
- Case management and support for staff
- Recognition of child abuse
- Child protection training strategy

xi. Why were changes made?

Changes were made in response to the Children Act 1989 which radically changed the legislative framework for the protection of children. Specific duties, powers and procedures under Scottish legislation are highlighted under the relevant chapter in the booklet. Barnardo's wanted firstly, to set out an organisational position statement on child protection and secondly to acknowledge the importance of support for staff engaged in child protection work. All staff engaged in child protection work were given a copy and later all new child care staff received the booklet at the time of their appointment.

xii. Were changes documented?

Changes would have been documented in the relevant procedural guidance to staff, by the production of a circular detailing the required practice standard; and later in the policy manuals issued to each service.

'Barnardo's as a Child Protection Agency' booklet was not in usage when the seven homes identified by the Inquiry were in operation.

xiii. Was there an audit trail?

Outdated policies and procedures were not routinely kept once they had been updated.

Present

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

None of the homes are still in operation.

xv. If so, please give details.

N/A.

(b) Practice

Past

i. Did the organisation/establishment adhere in practice to its policy/procedures relating to the care of children at the establishment?

Yes.

ii. Did the organisation/establishment adhere in practice to its policy/procedures in terms of the following?

- Safeguarding
- Child Protection
- Medical care
- Children's physical wellbeing
- Children's emotional and mental wellbeing

Adherence was demonstrated through correspondence between the organisation and superintendents of the home; and later with local authority placing agencies.

iii. How was adherence demonstrated?

Adherence can be demonstrated through general correspondence between the organisation, superintendents within the homes and placing agencies. In addition there are annual reports compiled by the medical, domestic and, education advisors who visited the homes and minutes from management meetings held during 1975.

There is also information contained in individual case files.

iv. How can such adherence be demonstrated to the Inquiry?

As above.

v. Were relevant records kept demonstrating adherence?

Some general records, correspondence and management meeting minutes

have been retained in the archives. Individual child care records are also held in the archives.

vi. Have such records been retained?

Some general records, correspondence and management meeting minutes have been retained in the archives. Individual child care records are also held in the archives.

vii. If policy/procedure was not adhered to in practice, why not?

Not applicable.

viii. If policy/procedure was not adhered to in practice, what was the practice?

Not applicable.

Present

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

None of the homes are still in operation.

x. If so, please give details.

N/A.

4.6 Staffing

(a) Policy

Past

i. What policies and/or procedures did the organisation/establishment have in relation to staffing at the establishment?

There is some information in the Barnardo Book 1955 about the recruitment of staff. There would have been procedures for the recruitment, appointment and supervision of staff held within the Staff Department at Head Office. These are no longer in existence.

From the 1980's Barnardo's had a Policy Manual with procedural guides on a number of staffing issues such as:

- Recruitment policy
- Induction policy
- Supervision
- Appraisal
- Development and training
- Grievance and disciplinary issues

In addition in the 1990's Barnardo's produced a staff handbook which set out the general terms and conditions of employment covering areas such as:

- Basis and Values
- Healthcare benefits
- Health and safety at work
- Induction, training and leave entitlements
- Policies, procedures and codes
- Retirement and termination of employment

ii. Was there a particular policy and/or procedural aim/intention?

Chapter II page 10 paragraph 27 states that *'all candidates must have signed a statement that they are in full sympathy with the Guiding Principle of Dr Barnardo's Homes to bring each child to a personal knowledge of Jesus Christ.'*

The later intention was to give clarity about Barnardo's basis and values which provided the foundation for the charity's work with children, young people, their families and communities. In addition the policies provided information to staff about their terms and conditions of employment.

iii. Where were such policies and/or procedures recorded?

As 1 above.

iv. What did the policies and/or procedures set out in terms of the following?

- Pre-employment checks
- Recruitment
- Induction
- Transfer of staff to or from other establishments within or outwith the organisation
- References
- Appraisal/supervision
- Training
- Personal/Professional development
- Disciplinary actions
- Dismissal

The policies would have set out the procedures for recruitment, interview, seeking of references and checks, supervision, appraisals and training, later called personal development.

The Barnardo Book 1955 states that all Heads of Homes are appointed by the Committee of Management after an interview with a selection panel (page 10, paragraph 27). Matrons, assistant matrons, housemasters, nursing and teaching staff were normally engaged through the Staff department in consultation with the appropriate Chief Executive Officer (CEO) and acting on his behalf. Staff could be recruited locally with permission from the CEO. (Page 11, paragraph 11).

Recruitment
Page 11, paragraph 34 states that members of staff are appointed to the service of Dr Barnardo's Homes and not, unless specified in the letter of appointment, to the particular Branch Home in which they serve.

Training
Chapter XIV in the Barnardo Book deals with training. Page 78, paragraph 494 states that *'The Council recognises the service of trained workers and the importance of facilitating the attendance at Training Courses for their staff, For this purpose they have established a Staff training Centre at Woodford Bridge and they also give support to other courses run under the auspices of the Central Training Council.*

Dismissal or suspension
No member of staff appointed by headquarters may be dismissed without first consulting the CEO. Superintendents did have the power to suspend members of staff for serious offences.

The Policy manual gave detailed guidance in all areas of staff recruitment, supervision, training, performance management and termination of employment.

v. Who compiled the policies and/or procedures?

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 though 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 Executive Officer (Headquarters Administration) was responsible for the coherence of the departments of the General Office (children's side) at Headquarters for staff recruitment, welfare and discipline and all related staff policies and procedures.

The title of changed over time, but the strategic responsibility for compiling policies and procedures remained with the UK Director of Child Care.

From the 1990's onwards policies and procedures were drafted by policy advisors based at Barnardo's Head Office based on legislative and regulatory requirements. Working parties with specialism in the policy area would undertake a review and advise on amendments before new policies were implemented within Barnardo's.

vi. When were the policies and/or procedures put in place?

The original Barnardo Book was published in 1943 with later editions in 1952 and 1955.

vii. Do such policies and/or procedures remain in place?

The current employee handbook has been divided into the following sections:

- Introductory Information
- Contractual Terms, which form part of your contract of employment
- Discretionary benefits; and
- Policies, procedures and information

The handbook is usually reviewed every six months (ordinarily in April and October).

viii. Were such policies and/or practices reviewed?

Policies and procedures have been regularly reviewed over the years and appropriate changes made to meet legislative requirements and promote good practice.

ix. If so, what was the reason for review?

See 8 above.

x. What substantive changes, if any, were made to the policies and/or procedures over time?

Substantive changes over time included the development of family friendly policies and recognition of the importance of health and wellbeing in the workplace. Another important policy development was Barnardo's whistleblowing policy based on the Public Interest Disclosure Act 1998 and is the reporting of a concern in the public interest that something is happening within Barnardo's that should not be, or not happening that should be. It covers concerns about:

- a criminal offence;
- a miscarriage of justice;
- an act creating risk to health and safety;
- an act causing damage to the environment;
- a breach of any other legal obligation; or
- concealment of any of the above.

xi. Why were changes made?

Over the years amendments and updates have been regularly made to the policies in line with changes in legislation. Examples of these would be the cessation of smoking at work, and discrimination due to gender, age or disability. In addition there is a greater emphasis on work-life balance with the introduction of family friendly policies such as flexible and home working and time off to care for dependents. The staff handbook was designed to complement the induction programme and provide a one-stop-shop for all relevant information.

xii. Were changes documented?

Changes would have been documented in the relevant procedural guidance to staff, by the production of a circular detailing the required practice standard.

xiii. Was there an audit trail?

Outdated policies and procedures would not have been retained once updated. All policies are now stored electronically on Barnardo's intranet.

Present

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

None of the homes are still in operation.

xv. If so, please give details.

N/A.

(b) Practice

Past

i. Did the organisation/establishment adhere in practice to its policy/procedures in relation to staffing at the establishment?

Yes, as far as was possible. The Annual Reports from 1946 to 1969 highlight challenges in recruiting suitable staff to work in the homes. At times there appeared to be a high turnover of young single staff who did not wish to 'live on site', or who used the opportunity to gain experience before seeking formal training opportunities.

There is evidence that the numbers of staff were increased and the number of children in units decreased to take account of the more complex and challenging needs of the children requiring residential care.

ii. Did the organisation/establishment adhere in practice to its policy/procedures in terms of the following?

- Pre-employment checks
- Recruitment
- Inductions
- Transfers to and from other establishments within or outwith the organisation
- References
- Appraisals/Supervision
- Training
- Personal/Professional development
- Disciplinary actions
- Dismissal

Yes, it appears from a review of available information from the archives that Barnardo's followed its procedures in relation to the above.

iii. How was adherence demonstrated?

Adherence is demonstrated through correspondence between the

organisation and superintendents/heads of the homes and in individual staff files. In addition discussions on topics related to staff are captured in management and head of homes minutes from 1975 which have been retained in the archives.

iv. How can such adherence be demonstrated to the Inquiry?

As iii above.

v. Were relevant records kept demonstrating adherence?

Yes, as iii above.

vi. Have such records been retained?

Prior to 1961 staff records were kept on typed index cards.

From 1961 – 1978
All staff files were archived to microFILM – alphabetized by YEAR only. The database appears to have some gaps in the information.

From 1979 - 1993
All staff files were archived to microFICHE – alphabetized by YEAR only

From 1993 – 2003
All staff files were archived to microFICHE – alphabetized by both YEAR and REGION/NATION

From 2004 – Current
All staff files are archived to disk by YEAR and REGION/NATION

Teachers' files would not have been retained by Barnardo's but sent to the Home Office upon termination of employment in line with required regulations.

Management meetings and heads of homes meetings minutes from 1975 have been retained in the archives.

vii. If policy/procedure was not adhered to in practice, why not?

Not applicable.

Present

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

None of the homes are still in operation.

ix. If so, please give details.

N/A.

4.7 Visitors

(a) Policy

Past

i. What policies and/or procedures did the organisation/establishment have in place in relation to visitors to the establishment?

The 1955 Barnardo Book Chapter II page 17 paragraph 72 states that *'parents and relatives may visit children. The Homes reserve the right to limit these visits to once a quarter.'*

All visitors to the home would be captured in the visitor's book. More detailed information about visits was captured in the diary of events later known as the daily log and on individual children's records

The Policy and Procedure Guide Volume 2: SW. 20 lays out the policy and procedure relating to social contacts for children and young people in residential care who are having on-going contact with individuals or families over an extended period. Paragraph 6 sets out the guidelines for recruitment and selection of social contacts.

Page 13, paragraph 44 (2) describes the appointment of a Panel of Visitors for each Home under the Administration of Children's Homes Regulations 1951.

The Barnardo's Policy and Procedure Guide Volume 2: Social Work makes reference to the Social Work (Residential Establishments – Child Care) (Scotland) Regulations 1987, regulation 16 placing a duty on local authorities to visit in certain circumstances where concern has been raised regarding the welfare of a child. It states that *' in addition it is Barnardo's Policy that there is a designated representative from the local authority to undertake visits, attend reviews, etc.'*

ii. Was there a particular policy and/or procedural aim/intention?

In the early days it was thought that receiving visits from relatives would be unsettling to the child so it was not encouraged. Later most children coming into the care of Barnardo's had regular contact with family and went home at weekends and in school holidays, either as a day visit or overnight. These visits were authorised by the placing local authority that had responsibility for the child.

iii. Where were such policies and/or procedures recorded?

There would have been circulars which set out guidelines for superintendents. Barnardo's has been unable to source such a document in the archives.

iv. Who compiled the policies and/or procedures?

The General Superintendent was the Principal Officer responsible to the Council for the administration and welfare if all children past and present. He was the channel though 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. 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 though 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 title of changed over time, but the strategic responsibility for compiling policies and procedures remained with the UK Director of Child Care.

From the 1990's onwards policies and procedures were drafted by policy advisors based at Barnardo's Head Office based on legislative and regulatory requirements. Working parties with specialism in the policy area would undertake a review and advise on amendments before new policies were implemented within Barnardo's.

v. When were the policies and/or procedures put in place?

The original Barnardo Book was published in 1943 with later editions in 1952 and 1955.

vi. Do such policies and/or procedures remain in place?

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

Policies governing visits to services are in place.

vii. Were such policies and/or practices reviewed?

Policies and procedures have been regularly reviewed over the years and appropriate changes made to meet legislative requirements and promote good practice: for example including risk assessments for visits to services by unknown persons such as local dignitaries or visitors from overseas.

viii. If so, what was the reason for review?

An example of review of policy was during 2013/2014, in response to the emerging pattern of abuse perpetrated by Jimmy Saville. Barnardo's reviewed and tightened the procedure for the management of visits to services by VIP's and celebrities.

ix. What substantive changes, if any, were made to the policies and/or procedures over time?

Changes were made over time to reflect legislative requirements and regulations governing residential establishments.

x. Why were changes made?

Policies and practice relating to visitors became incorporated into the child protection policy which covered all aspects of the welfare of children living in residential establishments.

xi. Were changes documented?

Changes would have been documented in the relevant procedural guidance to staff, by the production of a circular detailing the required practice standard.

xii. Was there an audit trail?

Outdated policies and procedures would have been destroyed in line with Barnardo's retention and destruction of information policy. All policies are now stored electronically with an audit trail.

Present

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

None of the homes are still in operation.

xiv. If so, please give details.

N/A.

(b) Practice

Past

i. Did the organisation/establishment adhere in practice to its policy/procedures in relation to visitors to the establishment?

Yes, it appears from a review of available information from the archives that Barnardo's followed its procedures in relation to visitors to the establishment.

ii. How was adherence demonstrated?

Adherence is demonstrated though correspondence between the organisation and superintendents/heads of the homes; and in visitor's books.

iii. How can such adherence be demonstrated to the Inquiry?

As ii above.

iv. Were relevant records kept demonstrating adherence?

Yes as ii above.

v. Have such records been retained?

Some general correspondence has been retained in addition to management meetings and head of homes meetings minutes from 1975. There is an example of a visitor's book from Balcary for the years 1947 to 1966.

vi. If policy/procedure was not adhered to in practice, why not?

Not applicable.

Present

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

None of the homes are still in operation.

viii. If so, please give details.

N/A.

4.8 Volunteers

(a) Policy

Past

i. What policies and/or procedures did the organisation/establishment have in place in relation to volunteers at the establishment?

The first Volunteer Policy was developed in the 1980's. The Barnardo Policy Manual: Management and Administration M.8.1 deals with the use of volunteers. It states that *'senior staff in projects should examine all aspects of the work of their project and consider how this work could be enriched by using volunteers. In planning of all new projects, full consideration should be given to the contribution that could be made by volunteers.'* M8.2 dealt with student placements in Barnardo's. Prior to this Barnardo's had established the practice of seeking social contacts for children and young people in residential care.

ii. Was there a particular policy and/or procedural aim/intention?

Social contacts were seen as a way of providing an experience of family life for a child in long term institutional care. It was thought that intermittent contact and continuing interest could provide a valuable experience for the child and enable him/her in part to come to terms with his/her own feelings towards his own family, family life in general, authority and relationships with

adults.

The Policy and Procedure Guide Volume 2: SW. 20 lays out the policy and procedure relating to social contacts for children and young people in residential care who are having on-going contact with individuals or families over an extended period. Paragraph 6 sets out the guidelines for recruitment and selection of social contacts.

Barnardo's Volunteer Policy Statement dated 18 April 1988 says: *'by encouraging people to offer voluntary help, we enable them to share our concerns and understanding, and offer them opportunities to express their caring in a committed and practical way in a wide variety of supporting activities…It is therefore Barnardo's policy to encourage the involvement of volunteers wherever practicable to complement the expertise and experience of staff.'.*

iii. Where were such policies and/or procedures recorded?

The social contacts policy is recorded within the Social Work Policy manual at SW.20 1 dated 1.12.80.

The Barnardo Policy Manual: Management and Administration M.8.1 deals with the use of volunteers.

iv. Who compiled the policies and/or procedures?

The General Superintendent was the Principal Officer responsible to the Council for the administration and welfare if all children past and present. He was the channel though 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.

The title of changed over time, but the strategic responsibility for compiling policies and procedures remained with the UK Director of Child Care.

From the 1980's onwards policies and procedures were drafted by policy advisors based at Barnardo's Head Office based on legislative and regulatory requirements. Working parties with specialism in the policy area would undertake a review and advise on amendments before new policies were implemented within Barnardo's.

v. When were the policies and/or procedures put in place?

The social contacts policy is recorded within the Social Work Policy manual at

SW.20 1 dated 1 December 1980. A specific policy relating to volunteers was developed in the 1980's.

vi. Do such policies and/or procedures remain in place?

The social contacts policy is no longer in existence.

vii. Were such policies and/or practices reviewed?

Policies were regularly reviewed for relevance and compliance. With the marked change in the type of child requiring residential care the structure and organisation of residential homes changed.

viii. If so, what was the reason for review?

Barnardo's recognised that volunteering plays an essential role in Barnardo's work to transform the lives of vulnerable children and young people across the UK. Volunteers have a distinct status that enable the charity to extend and enrich its work by bringing a diversity of skills, experience, community knowledge, service opportunities and funds.

ix. What substantive changes, if any, were made to the policies and/or procedures over time?

Procedures were tightened up over the years as knowledge and understanding of child protection issues increased. An example of this would be from the 1980's when references and police checks were routinely undertaken where volunteers were working directly with children.

x. Why were changes made?

Changes were made to clearly distinguish between the remunerative, contractual relationship Barnardo's has with its employees and the voluntary, more flexible nature of the relationship with volunteers. Volunteers are not involved in activities that displace roles that would normally be paid for or used to undercut the pay or conditions of staff.

xi. Were changes documented?

Changes would have been documented in the relevant procedural guidance to staff, by the production of a circular detailing the required practice standard.

xii. Was there an audit trail?

Outdated policies and procedures would not have been retained once they were updated.

Present

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

Today
Barnardo's Volunteer Policy underpins the charity's work with volunteers across all roles demonstrating our commitment to volunteer involvement.
The Volunteer Policy demonstrates that Barnardo's:

- Recognises the importance that good volunteer management plays in the success of our work and the ability of volunteering to impact positively on the lives of the children, young people and families that we work with.
- Recognises that volunteering is a two-way reciprocal relationship, which benefits the volunteer and the work of Barnardo's.
- Recognises that volunteers perform essential, supportive and complementary tasks to those of paid employees. They are not a replacement for paid staff but a valuable addition to our workforce.
- Maintains consistent practice in relation to planning and resourcing of volunteer involvement, fostering diversity, recruiting and selection of volunteers and on-going management of volunteers.

xiv. If so, please give details.

See previous answer.

(b) Practice

Past

i. Did the organisation/establishment adhere in practice to its policy/procedures in relation to volunteers at the establishment?

Barnardo's has been able to source little information about adherence to its volunteer policies during the period that the seven homes identified by the Inquiry were in operation.

ii. How was adherence demonstrated?

There is reference in the Management Group Meeting minutes of 17 January 1975 of a discussion about the use of German volunteers working in children's homes which would be an alternative to Community Service Volunteers who were usually used. There is also reference within the set of minutes from 1975 of ongoing discussions about the use of, welfare and supervision of students.

iii. How can such adherence be demonstrated to the Inquiry?

Adherence can be demonstrated from evidence highlighted in ii above.

iv. Were relevant records kept demonstrating adherence?

Barnardo's has not been able to locate any such documents.

v. Have such records been retained?

Barnardo's have not been able to locate any such documents

vi. If policy/procedure was not adhered to in practice, why not?

N/A.

Present

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

None of the homes are still in operation.

viii. If so, please give details.

N/A.

4.9 <u>Complaints and Reporting</u>

(a) Policy

Past

i. What policies and/or procedures did the organisation/establishment have in place in relation to complaints and reporting at the establishment?

The Barnardo Book 1955 does not contain a section about complaints. Complaints were dealt with as they arose and not under any formal policy or procedural format.

It was not until the growing awareness of children's rights during the late 1970's that consideration was given to the production of a separate complaints policy.

In the Social Work Policy Manual which came into operation in the 1980's, section SW.17 relates to Barnardo's Complaints Procedure.

ii. Was there a particular policy and/or procedural aim/intention?

The aim was to provide services which were responsive to service users' needs and rights. The Complaints Procedure was part of this strategy. The aim was for all the services to be open to the views and insights of their users and willingly involve people in decisions that affect their lives.

iii. Where were such policies and/or procedures recorded?

The Social Work Policy Manual section SW.17. During the 1990's policies were gradually transferred from hard back paper files to electronic versions.

iv. What did the policies and/or procedures set out in terms of the following?

- Complaints by children
- Complaints by staff
- Complaints by third persons/family of children
- Whistleblowing
- Support, including external support, for those who made complaint or those who were the subject of complaint
- Response to complaints (including response by organisation and/or establishment)
- External reporting of complaints

<u>Children</u>
Services were required to promote policy and practice in accordance with the Policy and Procedural Guide Volume 2. Social Work SW.17 dated 14 June 1994 provided a policy statement and the procedure for making a complaint by users of Barnardo's child care services. In SW.18 dated 13.5.96., under paragraph 6.5 there was a requirement to provide each

young person with a copy of the Barnardo's Complaints Procedure leaflet and that staff explained it to them in order that they understand how to use it and how it operates. The booklet was split into the following sections:

- What is Barnardo's
- Why do children come to Barnardo's
- Rights and Responsibilities
- Moans and Groans
- Complaints
- Points for parents

Staff and Volunteers
Section SW.17 of the Policy Manual provides guidance for staff and volunteers who have been named or implicated in a complaint. SW17.7B addresses the implications for other procedures such as the disciplinary and grievance procedures. For example where a member of staff invokes the grievance procedure in relation to a complaint the Complaint Co-ordinator together with the Divisional Director decided whether the complaint procedure should be suspended, pending the outcome of the grievance process or whether both processes could run concurrently.

Third persons/family of children
The complaints procedure as highlighted above would apply to any person directly or indirectly receiving a service from Barnardo's Child Care Department; or any person whom Barnardo's considers has sufficient interest in a child's welfare to warrant his/her representations being heard.

Whistleblowing
Barnardo's whistleblowing policy was developed in the late 1990's following the Public interest Disclosure Act of 1998, and is the reporting of a concern in the public interest that something is happening within Barnardo's that should not be, or not happening that should be. It covers concerns about:

- a criminal offence;
- a miscarriage of justice;
- an act creating risk to health and safety;
- an act causing damage to the environment;
- a breach of any other legal obligation; or
- concealment of any of the above.

Support
Support for those making the complaint or who the complaint is about is covered in the procedures highlighted above.

Response to and Report of Complaints
The procedure is covered in the policy highlighted above.

i. Who compiled the policies and/or procedures?

The General Superintendent was the Principal Officer responsible to the Council for the administration and welfare if all children past and present. He was the channel though 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.

The title of changed over time, but the strategic responsibility for compiling policies and procedures remained with the UK Director of Child Care.

From the 1990's onwards policies and procedures were drafted by policy advisors based at Barnardo's Head Office based on legislative and regulatory requirements. Working parties with specialism in the policy area would undertake a review and advise on amendments before new policies were implemented within Barnardo's.

ii. When were the policies and/or procedures put in place?

The original Barnardo Book was published in 1943 with later editions in 1952 and 1955. Specific policies came into operation in the 1970's and were issues as circulars. The Policy Manual came into operation in the 1980's.

iii. Do such policies and/or procedures remain in place?

The modern equivalent of the Complaints Policy is now known as the Complaints and Representations Policy. The Disciplinary Policy remains in place and the Grievance Policy is now known as the Grievance Resolution Policy and Procedure. In addition there is a Prevention of Harassment Policy.

iv. Were such policies and/or practices reviewed?

Policies and procedures have been regularly reviewed over the years and appropriate changes made to meet legislative requirements and promote good practice.

v. If so, what was the reason for review?

As viii above.

vi. What substantive changes, if any, were made to the policies and/or procedures over time?

Policies and procedures became more user friendly over time and gave greater clarity about roles and responsibilities of staff and managers throughout the complaints process.

vii. Why were changes made?

An example of this is the introduction of the booklet for children in 1984 as a response to the development of children's rights and the voice of the child in all matters relating to their care.

viii. Were changes documented?

Changes would have been documented in the relevant procedural guidance to staff, by the production of a circular detailing the required practice standard.

ix. Was there an audit trail?

Outdated paper policies and procedures would not have been once they were updated. All policies and procedures are now stored electronically.

Present

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

The last of the seven homes identified by the Inquiry closed in 1990. The current policies and procedures would not have been in operation during the period of operation of the identified residential homes.

xi. If so, please give details.

N/A.

(b) Practice

Past

i. Did the organisation/establishment adhere in practice to its policy/procedures in relation to complaints and reporting at the establishment?

Barnardo's has not been able to source any information relating to adherence to the complaints policy or procedure which was in operation during the period in which the seven homes identified by the Inquiry were open. Where a child was accommodated by Barnardo's but was 'in the care of a local authority' in Scotland the requirement was to use the local authority procedure.

ii. Did the organisation/establishment adhere in practice to its policy/procedures in terms of the following?

- Complaints by children
- Complaints by staff
- Complaints by third persons/family of children
- Whistleblowing
- Support, including external support, for those who made complaint or those who were the subject of complaint
- Response to complaints (including response by organisation and/or establishment)
- External reporting of complaints

Barnardo's has not been able to source any information relating to adherence to the complaints policy or procedures which was in operation during the period in which the seven homes identified by the Inquiry were open, nor any formal complaints by members of staff at those homes.

There is evidence in case files of complaints being addressed as they arose, but not within a formal process.

Where a child was accommodated by Barnardo's but was 'in the care of a local authority' in Scotland the requirement was to use the local authority procedure.

iii. How was adherence demonstrated?

Barnardo's has been unable to source any documents that demonstrate adherence. Complaints forms and investigations were stored separately at the regional office and have not been retained in the archives.

iv. How can such adherence be demonstrated to the Inquiry?

As iii above.

v. Were relevant records kept demonstrating adherence?

Barnardo's believes that documents relating to complaints were stored at the Regional office and were not copied onto individual staff files as they would be today.

vi. Have such records been retained?

Barnardo's has undertaken a review of 60 children's files and 48 staff files and has been unable to locate any records of formal complaints made by children or staff during the period that the 7 homes identified by the Inquiry were open.

If such records existed during the period the homes were open they would have been stored at the regional office and have been destroyed in line with Barnardo's retention and destruction of records policy.

vii. If policy/procedure was not adhered to in practice, why not?

Barnardo's believes that it would have been compliant with the relevant local authority's complaints policy and procedure.

Present

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

None of the homes identified by the Inquiry are still in existence.

ix. If so, please give details.

N/A.

4.10 Internal Investigations

(a) Policy

Past

i. What policies and/or procedures did the organisation/establishment have in place in respect of internal investigations relating to the establishment?

The Barnardo Book 1955 contains a circular dated 22 June 1953 which

outlined the procedure for dealing with an allegation of abuse.

Barnardo's Social Work Policy Manual for the 1980's/1990's has a section under S.W.17.6 titled *'Inquiries into aspects of child care services.'* dated 10 June 1993 which was published after the last of the 7 homes identified by the Inquiry closed.

ii. Was there a particular policy and/or procedural aim/intention?

The aim was to investigate when there was a serious incident in or connected with a project, which was not the direct result of action by an individual member of staff. Complaints against individual staff were dealt with under S.6.3 or S.6.1 disciplinary procedure.

iii. Where were such policies and/or procedures recorded?

See i above.

iv. What did the policies and/or procedures set out in terms of the following?

- Approach to/process of internal investigations
- Identifying lessons/changes following internal investigations
- Implementation of lessons/changes following internal investigations
- Compliance
- Response (to child and abuser)
- Response to complaints (including response by organisation and/or establishment)
- External reporting following internal investigations

The procedure dated 22 June 1953. set out the procedure as below:

- *'The Superintendent should first find out the facts; record brief statements from any witnesses who can speak from their own knowledge. Hearsay is not evidence.'*
- *'When allegations are made affecting a member of staff the right course is to tell him what the allegations are and to ask what statement he wishes to make. This statement should be recorded and signed.'*

The procedure says that there may be some cases where the Superintendent may wish to have guidance before confronting a member of staff. He should consult with the Chief Executive Officer (CEO). In any case the facts should be reported to the CEO who would decide whether the police should be called in.

The 1993 Policy came into operation after the closure of the seven homes identified by the Inquiry. It stated that all serious incidents should be reported to the UK Deputy Director of Child Care. Personnel services had to be kept informed at the outset and during all stages of an inquiry taking place.

The Deputy Director commissioned the inquiry, appointed an investigating officer and in conjunction with them decided on the terms of reference. A timetable was agreed which included the names of people to be interviewed and a date for completion. If appropriate, counselling was made available to children and staff at the project.

If the complaint was against a member of staff then they would be suspended pending the outcome of the investigation.

v. Who compiled the policies and/or procedures?

The General Superintendent was the Principal Officer responsible to the Council for the administration and welfare if all children past and present. He was the channel though 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. The title of changed over time, but the strategic responsibility for compiling policies and procedures remained with the UK Director of Child Care.

From the 1990's onwards policies and procedures were drafted by policy advisors based at Barnardo's Head Office based on legislative and regulatory requirements. Working parties with specialism in the policy area would undertake a review and advise on amendments before new policies were implemented within Barnardo's.

vi. When were the policies and/or procedures put in place?

The earliest policy has been found in the 1955 version of the Barnardo Book.

vii. Do such policies and/or procedures remain in place?

The original policies are no longer in place having changed significantly over the last 50 years as professionals' knowledge and understanding of the vulnerabilities of children in care have developed. Barnardo's policies and procedures have developed in parallel with legislative and regulatory changes and from the charity's experience of providing care for children during that period.

viii. Were such policies and/or practices reviewed?

As iv above.

ix. If so, what was the reason for review?

As iv above.

x. What substantive changes, if any, were made to the policies and/or procedures over time?

As iv above.

xi. Why were changes made?

As iv above.

Today, Barnardo's Safeguarding and Protecting Children's policy and associated procedures reinforce the charity's values, corporate responsibility and statutory duties. They demonstrate compliance with UK legislation and the devolved governments' legislation, policy guidance, research and good practice.

It is challenging and sensitive work and vital that Barnardo's staff and volunteers understand their safeguarding responsibilities and know what to do to safeguard their welfare.

xii. Were changes documented?

Yes, changes were documented through the policy changes.

xiii. Was there an audit trail?

There would have been an audit trail. Some examples of outdated policies have been retained for their archival value, but the majority of outdated policies and procedures would not have been retained following an update.

Present

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

None of the establishments are still in operation.

xv. If so, please give details.

N/A.

(b) Practice

Past

i. Did the organisation/establishment adhere in practice to its policy/procedures in respect of internal investigations relating to the establishment?

Barnardo's has not been able to locate records of any internal investigations relating to the seven homes identified by the Inquiry.

ii. Did the organisation/establishment adhere in practice to its policy/procedures in terms of the following?

- Approach to/process of internal investigations
- Identifying lessons/changes following internal investigations
- Implementation of lessons/changes following internal investigations
- Compliance
- Response (to child and abuser)
- Response to complaints (including response by organisation and/or establishment)
- External reporting following internal investigations

As above. We anticipate that records of investigations were kept in the Scottish regional office. No such records for these homes now exist.

iii. How was adherence demonstrated?

We refer to the previous answer.

iv. How can such adherence be demonstrated to the Inquiry?

We have not identified records demonstrating adherence.

v. Were relevant records kept demonstrating adherence?

We believe that records were kept at the time, but those records are not now in existence.

vi. Have such records been retained?

No.

vii. If policy/procedure was not adhered to in practice, why not?

Not applicable.

Present

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

None of the seven homes in question remains open.

ix. If so, please give details.

N/A.

4.11 Child Migration

Child migration programmes to Australia and Canada were carried out by Barnardo's and other agencies. The State was actively involved, encouraging the programmes and making payments per child. On child migration the sending agencies, such as Barnardo's, and the State had a shared understanding of the problems and solutions of the day. Barnardo's official child migration programme to Canada commenced in 1882 and ceased in 1939. No children from Scotland were migrated to Canada. Section 4.11 will therefore focus on child migration to Australia. Barnardo's official child migration programme to Australia commenced in 1921 and ceased in 1965. During this period 2,282 children from across the UK were migrated to Australia. Between 1966 and 1974 Barnardo's provided assistance to 11 individuals who migrated with their parents, with foster carers, as adult migrants or to join family members already in Australia. Nineteen children were migrated from Scotland between 1947 and 1965. When Barnardo's undertook child migration to Australia, they ensured there was an organisation established in Australia using the same practices and principles which were in place in children's homes in the UK. Drawing from Canadian experience: young children were not moved straight into foster care

in remote locations but kept in residential care; girls of working age were placed in groups; minimum wages were stipulated; and young people outside residential care were visited monthly. In addition Barnardo's provided skilled inspectors from the UK.

Barnardos Australia (previously known as Dr Barnardo's in Australia, and Barnardo's Australia; Barnardos Australia now omits the apostrophe) was founded in 1921 as the Australian branch of the charity in the UK. It provided training and support services for children brought out to Australia under the Child Migration Programme.

The Board of Directors with corporate responsibility for Barnardo's in Australia was based in England from 1921 to 1996. An 'unofficial' committee was established in Australia to raise funds locally and commence child migration support. Subsequently an official Australian Management Committee approved by Barnardo's UK was formed in Australia in 1923 to oversee the local Australian operations. The Australian Management Committee reported to the Barnardo's Board of Directors in the UK.

Prior to 1996 all property and records in Australia were owned by Barnardo's UK. In 1996 Barnardos Australia became separately incorporated in Australia and a Deed of Agreement was signed allowing Barnardos Australia to continue to use the name 'Barnardos' and transferring all assets then held in Australia to the newly incorporated Australian company.

(a) Policy

Past

i. What policies and/or procedures did the organisation/establishment have in place in relation to child migration?

The policy and procedures manual used by Barnardo's in Australia was the Barnardo Book. Chapter XIII focusses on migration.

The Barnardo Book 2nd edition 1955 page 76, paragraph 476 relates to policy and states:

'The opportunities which exist for enterprise and hard work in Australia have confirmed the Council in their migration policy, which is as follows;

1. *Children must genuinely desire to go and must not be over-persuaded*
2. *Migration is arranged as a move within our family and if other children are assisted to migrate they must first spend a period of six months in our Homes in Great Britain before sailing*
3. *The best age for children to make the move is when they are between 7 and 12 years, but where a family group is involved such a limiting consideration need not apply*
4. *Normally girls should not migrate between the ages of 13 and 17 years'*

ii. Was there a particular policy and/or procedural aim/intention?

Barnardo's sought to ensure consistency across all its Branches by the production of detailed policy and procedural guidance for staff. The Barnardo Book published in 1943 and its successors provided specific direction on operational matters.

iii. Where were such policies and/or procedures recorded?

The policy and procedures were recorded in the Barnardo Book.

iv. What did the policies and/or procedures set out in terms of the following?

- Identification and checking the suitability of the places where children were sent
- Selection of children to migrate including age, gender and background
- Provision of information to the child and/or his/her parents before migration
- Provision of information and records to children and/or their parents once child had been migrated
- Obtaining consent of child
- Obtaining consent of parents of child
- Obtaining of consent of others e.g. Secretary of State
- Responding to requests for information from former child migrants
- Other issues

All children migrated by Barnardo's were sent to either the farm school or small group children's homes run by Barnardo's.

In the 1940's a chief official from Barnardo's migration department would visit the Branch Homes and interview children who were willing and appeared to be suitable. Children were shown promotional material about Australia in the form of films, slides, booklets and posters. A child would need to want to go to Australia. A list of such willing children was drawn up and their previous histories examined. The Australian High Commission required that children must have an IQ of at least 80; must not be enuretic; must not have a family history of TB or mental illness. They must also be white. There is evidence in the records of medical and dental inspections, IQ tests, school reports and a character reference from the superintendent of the home where the child resided. There were a number of forms which were used for the selection of children for migration.

All children who were migrated to Australia were brought together from across the country to the pre-migration centre at the village homes in Barkingside, where they lived with the official escorts for about a month before departure.

Information was sent to the next of kin once a child had expressed an interest in migration. Written permission was then sought by Barnardo's prior to migration. Letters were sent to family giving details of the sailing and

inviting them to a 'farewelling' party at Barkingside. A letter was sent following migration with details on how contact could be maintained with the children, together with names and addresses of staff. A photo of the child at embarkation was included. Where parents expressed an interest in the child's welfare and wanted to keep in touch, Barnardo's responded positively and facilitated contact though visits and correspondence. Barnardo's also maintained contact by encouraging letter writing between staff in the UK homes and children who went to Australia.

Where a child was placed by the Local Authority Barnardo's was required to gain their consent in addition to that of the parent. When the next of kin could not be located or refused to give permission, Barnardo's was required to gain the consent from the Secretary of State for Health and Social Services under the 1948 Children Act.

Barnardo's After Care Service, which dates back to the time of Thomas Barnardo, is there to help people who were cared for by Barnardo's as children. The Department has pioneered services for helping adults to come to terms with growing up in care, providing information about their background and assisting them to trace family and relatives. People in Barnardo's care have been provided with information about their backgrounds for many years. For child migrants this included provision of birth certificates and other documents to enable them to obtain a passport and travel abroad including to the UK.

v. Who compiled the policies and/or procedures?

The General Superintendent was the Principal Officer responsible to the Council for the administration and welfare if all children past and present. He was the channel though 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.

In addition there was a Child Migration Department who oversaw all the placements and welfare of children migrated by the charity.

vi. When were the policies and/or procedures put in place?

The earliest documentation that Barnardo's has located is a passage in a book by Dr Barnardo entitled 'Something Attempted - Something Done' published in 1889 in which he describes the birth of the child migration policy of Dr Barnardo's Homes. In 1894 he drew up a set of conditions which governed the choice of children sent to Canada.

vii. Were such policies and/or practices reviewed?

Barnardo's practice continued to evolve as it heeded the experiences of children migrated to Canada. In particular these experiences emphasised the importance of consultation with families and siblings both before and after migration; where possible the placement of siblings together; and the maintenance of contact between migrated siblings and family back in the UK. There is evidence that the policies were reviewed in 1948 and 1967 following visits to Australia by senior managers in Barnardo's.

viii. If so, what was the reason for review?

In 1948 the general superintendent Mr Kirkpatrick visited homes in Australia to investigate the spiritual, material, welfare, education, training and opportunities for children compared to the UK. He reported that more care should be taken with over school age children to give them a proper picture of life in Australia, better contacts should be made and maintained in Australia and better attention to the conditions of first employment placements.

Miss Dyson in 1967 reported on the welfare of children in Barnardo's homes in Australia. She concluded that children aged between 12-16 should not be migrated, and more information should be shared with Barnardos Australia in advance of the children arriving.

ix. What substantive changes, if any, were made to the policies and/or procedures over time?

Kirkpatrick's recommendations can been seen in the Barnardo's Book 1955. Barnardo's UK adopted the recommendations made by Miss Dyson.

x. Why were changes made?

Changes were made to comply with UK and Commonwealth Government legislation, to promote the welfare and safety of child migrants and raise the standards of practice in the homes in Australia, in line with the UK.

xi. Were changes documented?

Changes were documented in the Executive Management minutes.

Changes would have been documented in the relevant procedural guidance to staff, by the production of a circular detailing the required practice standard.

xii. Was there an audit trail?

Tracking of discussions and decisions can been seen in the archived Executive Management Minutes.

Outdated policies and procedures would have been destroyed in line with Barnardo's retention and destruction of information policy.

Present

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

The last child to be migrated from Scotland was in 1965.

xiv. If so, please give details.

N/A.

(b) Practice

Past

i. Did the organisation/establishment adhere in practice to its policy/procedures in relation to child migration?

Yes.

ii. Did the organisation/establishment adhere in practice to its policy/procedures in terms of child migrants relating to the following?

- Identification and checking the suitability of the places where children were sent
- Selection of children to migrate including age, gender, background
- Provision of information to the child and/or his/her parents before migration
- Provision of information and records to children and/or their parents once child had been migrated
- Obtaining consent of child
- Obtaining consent of parents of child
- Obtaining of consent of others e.g. Secretary of State
- Responding to requests for information from former child migrants
- Other issues

Yes, see 4 above.

After the Second World War when children from Scotland were migrated to Australia it was Barnardo's practice to write to the parent or carer when their child had been selected for migration seeking their explicit consent for their child to be sent to Australia. When parental consent was withheld the child's name was not put forward for approval from the Australian Immigration Department at Australia House in London.

iii. How was adherence demonstrated?

This can be demonstrated from the case files of the 19 children who were migrated from Scotland.

iv. How can such adherence be demonstrated to the Inquiry?

As ii above.

v. Were relevant records kept demonstrating adherence?

The individual case files of the 19 children who migrated from Scotland.

vi. Have such records been retained?

Yes, in the archives at Barnardo's Making Connections Service in London

vii. If policy/procedure was not adhered to in practice, why not?

N/A.

viii. How many children were sent as child migrants from the organisation's establishments, and where were they sent?

- 19 children were migrated from Scotland. All the children went to New South Wales in Australia and were placed in either Barnardo's group homes or at Mowbray Farm School at Picton.
- 5 children were placed at Belmont, 3 boys and 2 girls
- 6 children were placed at Greenwood, 4 boys and 2 girls
- 5 boys went to Mowbray Farm School, Picton
- 1 girl was placed at Burwood
- 2 siblings migrated with their foster parents, 1 boy and 1 girl
- 1 migrated as an adult and went straight into employment

Four groups of siblings were migrated to Australia. One group of three siblings were placed together at Belmont; twins (boy and girl) aged 14 and a sister aged 12. Two sisters were placed together at Greenwood, also two brothers; two brothers were placed together at Mowbray Park Farm school and siblings (boy and girl) were placed with their foster carers who migrated from Scotland.

ix. What was their age and gender?

Of the 19 individuals who migrated to Australia from Scotland, 13 were male and 6 were female.

Ages

- 9 years 4 children
- 10 years 1 child
- 11 years 4 children
- 12 years 4 children
- 13 years 1 child
- 14 years 3 children
- 15 years 1 child
- 16 years 1 child
- 18 years 1 adult

x. Over what time period were children migrated from the organisation's establishments?

The time periods of children migrated to Scotland are detailed below:

- 1947 – 1
- 1952 – 1
- 1953 – 1
- 1955 – 3
- 1956 – 4
- 1959 – 5
- 1960 – 1
- 1962 – 1
- 1965 – 2

xi. Who funded the child migration?

In respect of children migrated to Australia, Barnardo's benefited from the Assisted Passage Scheme agreed between the UK and Australian Commonwealth Governments. Until 1939 Barnardo's received grants from the UK Government for children resident at Mowbray farm School, Picton to assist in their maintenance and a further annual grant per child leaving to assist with their care. Capital grants were also received to assist with items of expenditures necessitated in establishing the farm school at Picton.

Post WWII maintenance payments were shared by the participating governments, British, Commonwealth and State. Payments were made for all children up to the age of 14 and for those still in school up to 16. All states agreed to pay 3/6 per week. At the 1948 State Conference on Child Migration it was agreed that the State would provide child migrants with clothing and pocket money allowances and a wage subsidy on leaving care. The Commonwealth also agreed to pay an equipment allowance if the child was under 14 years of age at the date of sailing to Australia.

xii. Who received the funding in relation to migrant children?

Barnardo's UK and Barnados Australia.

xiii. In general terms, how much was this funding?

See 11 above.

xiv. How did the organisation/establishment respond to requests for information from former child migrants?

Barnardo's UK holds the information on children prior to migration. Barnardos Australia maintains files on child migrants pertaining to their time after arrival in Australia. Barnardo's UK forwards files held in the UK on request. Barnardo's has an open file policy so that all child migrants have access to information about them before and after migration. In 1993 Barnardos Australia appointed a specialist officer to support child migrants.

Present

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

The last child to be migrated from Scotland was in 1965.

xvi. If so, please give details.

N/A.

xvii. In hindsight, does the organisation have a view on policies/procedures that were in place in relation to child migration?

Barnardo's recognises and accepts that child migration was capable of causing and did in fact in some cases cause significant and irreversible damage to children who were migrated. Barnardo's accepts that the policy was misguided and wrong.

However, at all times Barnardo's involvement in child migration was carried out in good faith and was well intentioned. Learning from migration to Canada influence the development of practice in Australia and Barnardo's sought to have consistency with standards of care provided in the homes in the UK.

xviii. If the organisation accepts that such policies or procedures were flawed, has the organisation provided a specific response e.g. apology, redress or any other type of response?

Barnardos Australia provided a written submission and supplementary evidence to the 1996 Western Australian Government Inquiry into Child Migration.

Roger Singleton, then the Chief Executive of Barnardo's giving evidence before the Select Committee on Health on 11 June 1998 spoke of the "heavily adverse impact" that migration had had on child migrants.

In his response to the Prime Ministers apology to child migrants in February 2010 the then Chief Executive Martin Narey expressed Barnardo's deepest sympathy for anyone who suffered and described Barnardo's history of involvement as a "painful" one.

Barnardos Australia gave written and supplementary evidence to the 2001 Australian Senate Inquiry – Child Migrants 'Lost Innocents'. In 2009 Barnardos Australia made a written submission and supplementary evidence to the Inquiry into the Implementation of the Recommendations of the Lost Innocents and Forgotten Australian Reports.

Barnardo's UK and Barnardos Australia fully endorsed the recommendations of the House of Commons Health Committee report in the UK (1998), the Lost Innocents Inquiry (2001) and the Forgotten Australian Inquiry (2004). Many of the recommendations were already standard practice within the After Care realms in the UK and Australia which work closely together to support child migrants, their families and their descendants.

Counselling and support is offered to former child migrants who disclose abuse whilst in the care of Barnardo's. Financial compensation has been paid to one former English child migrant in Australia.

4.12 Records

(a) Policy

Past

i. What policies and/or procedures did the organisation/establishment have in relation to record keeping?

The earliest retention of records policy that Barnardo's has been able to locate is from 1976. However, the Administration of Children's Homes Regulations 1951 required Barnardo's to keep certain records at all Homes. Superintendents were required to be familiar with the regulations and *'know thoroughly the Home Office Memorandum on the Conduct of Children's Homes.'* Homes in Scotland were required to comply with these regulations unless they were contrary to the legislation in Scotland, as they were seen as a Division of Barnardo's UK with central management from the Headquarters in London. The Social Work (Residential Establishments - Child Care) (Scotland) Regulations 1987 came into effect on 1.6.88.

ii. Was there a particular policy and/or procedural aim/intention?

Barnardo's procedures were developed to promote best practice and ensure compliance with Home Office regulations.

iii. What did the policies and/or procedures set out in terms of records relating to the following?

- Children in its care
- Staff
- Complaints
- Investigations
- Discipline
- Child migrants
- Responding to requests from former residents for information/records
- Other issues

The Home Office Regulations required records to be kept on the following:

- Pre-admission history
- Correspondence and contact with relatives, friends, interested adults, professionals and visits made to the child.
- A Punishment Book recording not only corporal punishment but all punishment, except such that is trivial and for a trivial offence.
- History of each child comprising of recorded events, annual reports, school reports, medical reports, special reports and recording from correspondence.

The 1995 Managers Book stated that homes/projects are required to have written policies and guidelines on:

- Admission procedure
- Care and control
- Child protection

- Consultation with service users
- Fire escape routes and practices
- Smoking and alcohol consumption
- Staffing levels
- Statement and purpose of function
- Storage and administration of medication

Written records/files had to be available and maintained on the following:

- Access to records
- Accidents records
- Accounts
- Admissions, reception and discharge
- Children's money
- Children's valuables
- Daily log
- Disciplinary measures
- Duty rosters
- Fire practices
- Incident reports
- Medication records
- Menus
- Other people staying at the home/project
- Home/project register
- Staff records

There was no policy which related specifically to child migration. Records were kept in line with Commonwealth legislative requirements and Barnardo's record keeping practice from that period.

From its earliest days Barnardo's After Care Department has responded to requests for information from former residents. Since January 1995 people have been able to see their original records, although Barnardo's was not legally obliged to do this until the DPA Act 1998.

iv. Who compiled the policies and/or procedures?

The General Superintendent was the Principal Officer responsible to the Council for the administration and welfare if all children past and present. He was the channel though 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. The title of changed over time, but the strategic responsibility for compiling policies and procedures remained with the UK Director of Child Care.

From the 1990's onwards policies and procedures were drafted by policy advisors based at Barnardo's Head Office based on legislative and regulatory requirements. Working parties with specialism in the policy area would

undertake a review and advise on amendments before new policies were implemented within Barnardo's.

v. When were the policies and/or procedures put in place?

The earliest procedures that have been located are contained in a book called the *'Rulings and Precedents Book'* dated 1938. It includes for example the level of pocket money to be paid to boys in the homes.

vi. Do such policies and/or procedures remain in place?

Policies and procedures governing all aspects of service provision across the charity are now digitally stored on Barnardo's intranet 'Beehive' which is accessible to all staff.

vii. Were such policies and/or practices reviewed?

Policies and procedures were regularly reviewed.

viii. If so, what was the reason for review?

Policies were reviewed to promote best practice and ensure compliance with legislative and regulatory requirements.

ix. What substantive changes, if any, were made to the policies and/or procedures over time?

The DPA Act 1998 was a key piece of legislation relating to the retention of and access to personal information, although Barnardo's had been providing an Access to Records Service since 1995.

x. Why were changes made?

Changes were made to promote best practice and ensure compliance with legislative and regulatory requirements.

xi. Were changes documented?

Changes would have been documented in the relevant procedural guidance to staff, by the production of a circular detailing the required practice

standard.

xii. Was there an audit trail?

Outdated policies and procedures were not retained following an update. All policies are now stored electronically with an audit trail.

Present

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

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

xiv. If so, please give details.

N/A.

(b) Practice

Past

i. Did the organisation/establishment adhere in practice to its policy/procedures in relation to record keeping?

Yes, where information still exists there is evidence that appropriate records were kept which complied with the legislative and regulatory requirements of the time.

ii. Did the organisation/establishment adhere in practice to its policy/procedures in terms of record keeping relating to the following?

- Children
- Staff
- Complaints
- Investigations
- Discipline
- Child migrants
- Responding to requests from former residents for information/records
- Other issues

Children
There is evidence in the sample of administrative records retained in the archives that Barnardo's adhered to its policies and procedures in relation to the care of children in its homes. Unfortunately there are no management books such as a daily log, accident book, disciplinary book, visitors' book (save one visitors' book for Balcary covering 1947 to 1966) or other such records that would have existed at the time retained in respect of homes in Scotland.

Staff
The early staff records contain correspondence about the recruitment of staff, references and Home Office checks. They also contain general administrative forms about salary, allowances and transfers between homes. Later staff files contain copies of annual appraisals and disciplinary issues. Supervision records were not transferred to the staff file but held at each Home by the superintendent. These were later destroyed in line with Barnardo's retention and destruction policy.

Complaints/Investigations
There is evidence on the individual children's files that where a complaint was made then an investigation appropriate to the regulations at the time was undertaken.

Child Migrants
Lists of sailing parties and placements were compiled. There is evidence on the individual case files of information relating to the daily lives of children being recorded.

iii. How was adherence demonstrated?

There is evidence on the individual case files of information relating to the daily lives of children being recorded.

iv. Were relevant records kept demonstrating adherence?

There is evidence on the individual case files of information relating to the daily lives of children being recorded.

v. Have such records been retained?

Individual records of children who were placed in residential care, foster care or who were adopted through the charity have been retained in the archives in Barnardo's Making Connections service in London.

vi. If policy/procedure was not adhered to in practice, why not?

Not applicable.

vii. Did the establishment undertake any review or analysis of its records to establish what abuse or alleged abuse of children cared for at the establishment may have taken place?

During the last 25 years Barnardo's has provided assistance to police forces in Scotland undertaking criminal investigations into allegations of abuse. Barnardo's has conducted extensive research of its archives including children's records and staff records to establish what abuse or alleged abuse is recorded.

To assist the Inquiry Barnardo's conducted file analyses of former residents who as adults have disclosed abuse whilst in the care of Barnardo's as children. This has been submitted to the Inquiry and will be covered under Part D.

viii. If so, when did the reviews take place, what documentation is available, and what were the findings?

This is covered in Part D.

ix. How have the outcomes of investigations been used to improve systems, learn lessons?

The investigations have taken place many years after the homes closed. Policy and practice in all areas of child care has significantly changed since Barnardo's residential homes closed. Even so, the reviews have been a reminder of the importance of accurate, appropriate and timely recording, with all sources of information identified. This learning fed into the review and update of Barnardo's Recording Policy and Procedure in 2016.

x. What changes have been made?

The changes gave greater clarity about roles and responsibilities as below:

xi. How are these monitored?

Assistant Directors/Assistant Heads of Business are responsible for:

- Ensuring that operational managers are fully aware of their role and responsibility in relation to recording;
- Quality assuring recording practice through sampling and Service Quality Assessments;
- Driving improvements in recording practice.

Operational Managers are responsible for:
- Ensuring that service staff and volunteers are fully aware of their role and responsibility in relation to recording;
- Quality assuring practice through sampling and case file sign offs;
- Driving improvements in recording practice.

Service Staff & Volunteers are responsible for:
- Ensuring that recording is undertaken within the parameters of the Recording Policy & Procedure.

xii. Did the organisation/establishment afford former residents access to records relating to their time at the establishment?

Yes.

xiii. If so, how was that facilitated?

Former residents have been given access to their records through the service provided by Making Connections. Former residents have always had access to a summary of their time in the care of Barnardo's. Since 1995 they have had access to their full records.

xiv. If not, why not?

Not applicable.

Present

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

None of the homes are still in operation.

xvi. If so, please give details.

Not applicable.

xvii. Please provide details of any records currently held relating to the establishment in respect of the following:
- Children in its care

- Staff
- Complaints
- Investigations
- Discipline
- Child Migrants
- Responding to requests from former residents for information/records

The records of the children are all held in Making Connections. These include child migrants. All correspondence regarding access to records requests are retained. All disclosures of abuse made as adults through the access to records service have been retained in separate historic abuse files. This information is also recorded on the historic abuse database.

The archive retains staff records although on interrogation of the archive it is apparent that there are gaps.

Barnardo's has not retained records of complaints, investigation or discipline for these establishments.