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?

Yes. Professor Norrie's report contains great detail on the legislative and regulatory background.

Amongst our historic records we have traced a Memorandum by the Home Office on the Conduct of Children's Homes, first printed in 1952 and then reprinted in 1963 ("the Home Office Memorandum"). This was prepared for the guidance of local authorities and voluntary organisations and was intended to be read alongside the Administration of Children's Homes Regulations 1951. We have enclosed a copy of the Home Office Memorandum at Appendix C1.

From 1993, Quarriers developed their own policies and procedures which were called Standards/Policies underpinned by national legislation/guidance. These Standards/Policies were underpinned by the following:

1932: The Children and Young Persons Act 1932 broadened the powers of juvenile courts and introduced supervision orders for children at risk.

Children and Young Persons Acts 1933 to 1963,

1933: Children and Young Persons (Voluntary Homes) Regulations (Scotland) required voluntary homes to be registered, and to renew their registration annually.

1933: Children and Young Persons (Scotland) Care and Training Regulations

Children and Young Persons (Scotland) Acts 1937 to 1963 - brought together all existing child protection law into a single piece of legislation.

1948: The Children Act 1948 established a children's committee and a children's officer in each local authority. It followed the creation of the parliamentary care of children committee in 1945. The Act imposed duties on local authorities with regard to the care of children and was amended and updated in 1958 and 1963.

1964: The Kilbrandon Report considered the provisions of the law of Scotland relating to the treatment of juvenile delinquents and juveniles in need of care or protection or beyond parental control and, in particular, the constitution, powers and procedure of the courts dealing with such juveniles.

1968: Under the 1968 Social Work (Scotland) Act, local authority social work departments replaced children, welfare, health and probation committees. Local authorities also took over responsibility for investigating child abuse.

1971: The Children's Hearings System was introduced

1984: The Foster Children (Scotland) Act 1984

1984: Mental Health (Scotland) Act 1984

1991: UN Convention on the Rights of the Child 1991

1991 Guidance on working together under the Children Act required Area Child Protection Committees (ACPC) to conduct an investigation to establish whether child protection procedures were followed when child abuse is suspected or confirmed to be the cause of a child's death. This was updated in 1999. This guidance was introduced across all of Scotland's Local Authorities in 1991 following on from the Children Act 1989 and in tandem with the Working Together to Safeguard Children guidance introduced in 1991.

1995: The Children (Scotland) Act incorporated the three key principles of the United Nations Convention on the Rights of the Child into Scottish law: protection from discrimination, ensuring that child welfare is a primary concern and listening to children's views.

1996: The Residential Establishments – Child Care (Scotland) Regulations applied to managers of any residential establishment to ensure that the welfare of the child placed and kept in such accommodation is safeguarded and promoted and that the child receives such provision for his development and control as is conducive to his best interests
which deal with the appointment and vetting of staff in residential establishments.

1997: Police (Scotland) Act 1997

1998: Data Protection Act 1998

1998: Human Rights Act

2001: Regulation of Care (Scotland) Act aimed to improve standards of social care services. The Act meant that far more care services and staff came under scrutiny and had to conform to established standards. Failure of a care service or an individual to comply with the Act and associated regulations means they can be de-registered and no longer able to provide services.

2003: The Protection of Children (Scotland) Act was passed, aiming to prevent paedophiles from working with children. This Act provides for a list of individuals considered unsuitable to work with children to be established and maintained by the Scottish Ministers and for those on the list to be banned from working with children. It was largely repealed in 2011.

2011: The Children's Hearings (Scotland) Act aimed to improve the lives, outcomes and opportunities of Scotland's most vulnerable children and young people.

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

Having regard to available records, the organisation was aware of national policy and guidelines from at least 1944.

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)**

From the historic documentation we have been able to trace, there is evidence of awareness of national policy and guidance on child welfare from at least 1944. The Orphan Homes of Scotland Standing Orders dated July 1944 specifically refer to punishments being regulated according to the Children and Young Persons (Scotland) Care and Training Act 1933. We presume this should be a reference to the Children and Young Persons (Scotland) Care and Training Regulations 1933. However it is clear that Quarriers were aware of the content of the 1933 Regulations which related, not only to punishment but to child welfare more generally.

The Home Office Memorandum referred to in Answer 4.1(i) above includes guidance on child welfare including (1) the type and size of children's homes; (2) reception of children into the home; (3) daily life in the home; (4) recreation; (5) personal hygiene; (6) dietary advice; (7) medical arrangements; and (8) aftercare amongst other things.

- **Child protection**

In addition to the 1944 Standing Orders and the Home Office Memorandum, we have also traced Regulations regarding punishment issued by the Secretary of State which have been tailored so that they are applicable to the Orphan Homes of Scotland. We consider this document dates from the 1950s and was based upon the national guidance at the time.

Appendix III to the Home Office Memorandum deals with discipline and punishment and refers back to regulation 11 of the Administration of Children's Homes Regulations 1951.

- **Complaints handling**

The 1944 Standing Orders provide for how complaints are to be dealt with. However there is no specific reference to national guidance or policy on complaints handling. A subsequent version of the Standing Orders (dating we consider from the 1950s) also provides for how complaints are to be dealt with. However, there is again no reference to national guidance or policy. We therefore do not know to what extent Quarriers were aware of any such guidance or policy at that time. However, it is clear that from at least 1944 there was a complaints process in place, whereby complaints of any kind were to be made to the Superintendent and that permission was to be readily granted to children to speak to the Superintendent.

- **Whistleblowing**

Quarriers has been aware of policy and guidance since at least 2001. It has not been possible to locate historical records to demonstrate the extent of awareness prior to that time.

- **Management of residential establishments**

Quarriers has been aware of policy and guidance since at least 1944. It has not been possible to locate historical records to demonstrate the extent of awareness prior to that time. The 1944 and subsequent Standing Orders and the Staff Guide to Quarriers Homes all indicate awareness of national policy and guidance surrounding the management of residential establishments.

- **Child migrants**

Quarriers has been aware of policy and guidance since at least 1897 (the Juvenile Immigration Act of Canada).

Quarriers has been aware of the Social Work (Scotland) Act 1968 which stated:

A local authority or voluntary organisation may with the consent of the secretary of state arrange or assist in arranging the immigration of any child in their care. The Secretary of State needed to be satisfied that immigration would benefit the child.

However, Quarriers had stopped migration by 1962.

- **Record retention**

Quarriers has been aware of policy and guidance since at least 1998 through the Data Protection Act.

The Home Office Memorandum contains detailed guidance on record keeping for children within children's homes. Quarriers were aware of that guidance. Quarriers' records are extensive with children's files dating back to 1871.

- **Recruitment and training of residential care staff**

Quarriers has been aware of policy and guidance since at least 1995 through the Children (Scotland) Act. It has not been possible to locate historical records to demonstrate extent of awareness prior to that.

The Home Office Memorandum contains guidance on the appropriate temperament for staff, staffing levels and training. Quarriers was aware of this guidance. Quarriers started training staff in childcare in the 1960s.

- **Requiring employers to divulge details of complaints, etc. to prospective employers**

Quarriers has been aware of policy and guidance since at least 1995. It has not been possible to locate historical records to demonstrate the extent of awareness prior to that.

- **Reviewing a child's continued residence at a residential establishment**

Quarriers has been aware of policy and guidance from around the 1950s. The Home Office Memorandum contained provision for choice of employment when children were ready to leave the home and guidance on provision of care for children on leaving children's homes. The guidance provided that it would normally be desirable for children to leave the home on reaching school-leaving age.

The Staff Guide to Quarriers Homes (dating from sometime after 1965) states that the length of stay of children in Quarriers Homes is the sole responsibility of the Child Care department who endeavour to return the children to their parents as soon as possible.

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

Yes, insofar as is demonstrated by historic records.

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

From at least 1944, Quarriers' staff were provided with The Orphan Homes of Scotland Standing Orders which contained Quarriers' policy and guidance to staff. In later years a Staff Guide on Quarrier's Homes was issued. We have only been able to trace one copy of this dating from sometime after 1965. Both the standing orders and the staff guide included details of what was required from staff and the general running of the establishment of Quarriers Village. As the Staff Guide makes reference to the 1948 legislation and amendments to it in 1958 and 1963, we conclude that this document was periodically updated. However we have not been able to trace any more copies of it.

Quarriers employed a Director of Quality from 1995 who developed the existing Quarriers standards. From 1993 (when Quarriers' HR Department was established), and additionally from 1995 (with the appointment of a Director of Quality), Quarriers implemented policies and practice guidelines and in approximately 2000, set up Standards for Excellence policies and procedure guidelines covering areas such as Administration, Health and Safety and Care.

From 2008, all staff had access to printed and online versions of all policies and procedures, and were required to sign a document to confirm that they have read all relevant policies.

Since at least 1993, issues with regard to practice have been addressed in supervision and appraisal.

From 2007, Quarriers policy review process was supplemented by an annual evaluation of all Standards within Quarriers Services (establishments) undertaken by Senior Management.

vi. If not, why not?

Not applicable.

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.

Quarriers' evaluation of all Standards was superseded by:

- internal Operational Audits (2014) which are conducted at service level by Managers
- Care Inspection Action Plans (2016/17), i.e. action plans following Care Inspectorate inspection reports and Quality Clinics

From 2017, Quarriers Quality Assurance and Compliance Manager reviews the quality in services along with Heads of Service and Project Managers and produces action plans with RAG (red/amber/green) status. These are in-depth and are designed to highlight not only Care Inspectorate recommendations and requirements but also general observations from people associated with the services, such as people we support and their families, staff and members of the public.

4.2 Local Authority

Past

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

The Social Work (Scotland) Act 1968 stated that it was the duty of the Local Authority to further the best interests of the child in their care and to afford opportunity for its proper development. This responsibility was devolved to Quarriers as a Voluntary Home. Local Authorities were to issue guidance to Voluntary Homes as result of this Act. We have been unable to locate any local authority policy/guidance before 2000.

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

Since early 2000, when Quarriers began tendering for service contracts, Local Authorities had adopted a more formal approach to procurement through these tendering procedures, the number of policy requirements and requirements to demonstrate adherence had increased and continues to do so.

Quarriers was aware of Local Authority Interagency Agreements which exist from 2000.

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)**

In terms of child welfare, Quarriers have adhered to regulatory provisions as well as local authority procedures since 2000. Local Authority requirements can vary, as can the reporting requirements. As such Quarriers' policy is aligned to regulatory requirements and each Operational Manager and Project Manager is required to understand the local procedure as may be required by the Local Authority in which their service operates. It has not been possible to locate historical records to demonstrate the extent of awareness prior to that.

- **Child protection**

Since 1991, each local authority in Scotland has a Child Protection Committee. Although each Committee fundamentally shares the same outcome, their constitution and operation can vary by the 32 Local Authority areas.

For example, Quarriers' Child Protection (Safeguarding Policy) Policy, first developed in 2005, was developed to take account of these changes by stating that not only would Quarriers adhere to national policy on this matter we would also adhere to each Local Authority's Child Protection Committee to ensure that the appropriate procedures were followed. Each Operational Manager and their Project Managers would be responsible for understanding local procedures per Local Authority and ensuring that they were followed.

It has not been possible to locate historical records to demonstrate the extent of awareness prior to that.

- **Complaints handling**

In terms of complaints and complaints handling Quarriers adhered to regulatory provisions as well as local authority procedures since 2000. Local Authority requirements can vary, as can the reporting requirements. As such Quarriers' policy is aligned to regulatory requirements and each Operational Manager and Project Manager is required to understand the local procedure as may be required by the Local Authority in which their service operates.

It has not been possible to locate historical records to demonstrate extent of awareness prior to that.

- **Whistleblowing**

In terms of whistleblowing, Quarriers adhered to regulatory provisions as well as local authority procedures since 2000. Local Authority requirements can vary, as can the reporting requirements. As such Quarriers' policy is aligned to regulatory requirements and each Operational Manager and Project Manager is required to understand the local procedure as may be required by the Local Authority in which their service operates. Variances can include reporting requirements and escalation points within the Local Authority.

It has not been possible to locate historical records to demonstrate extent of awareness prior to that.

- **Management of residential establishments**

In terms of management of residential establishments, Quarriers adhered to regulatory provisions as well as local authority procedures since 2000. Local Authority requirements can vary, as can the reporting requirements. As such Quarriers' policy is aligned to regulatory requirements and each Operational Manager and Project Manager is required to understand the local procedure as may be required by the Local Authority in which their service operates.

It has not been possible to locate historical records to demonstrate extent of awareness prior to that.

- **Child migrants**

Quarriers stopped migration in 1962. It has not been possible to locate historical records to demonstrate the extent of awareness prior to that time or if there was local authority guidance.

- **Record retention**

Quarriers has kept records since 1871 and was aware of national guidance. It has not been possible to locate historical records to demonstrate the extent of awareness of local authority guidance or policy before 2000.

- **Recruitment and training of residential care staff**

It has not been possible to locate historical records to demonstrate extent of awareness before 2000.

- **Requiring employers to divulge details of complaints etc. to prospective employers**

Since approximately 2000, notification is made of all complaint to the Local Authority. It has not been possible to locate historical records to demonstrate extent of awareness before this time.

- **Reviewing a child's continued residence at a residential establishment**

It has not been possible to locate historical records to demonstrate the extent of awareness of local authority guidance.

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

Yes, insofar as the organisation was aware of such policy/guidance.

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

Quarriers incorporated local authority policy and guidance within its own policies and procedures.

vi. If not, why not?

Not applicable.

Present

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

No. The present position is as set out above.

viii. If so, please give details.

Quarriers adheres to Local Authority policies and guidance and these are incorporated into Quarriers' own policies.

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?

Policy

An extract from Quarriers' Narrative of Fact 1922 provides parameters for admission to Quarriers.

> Class of Children Eligible for Admission:
> *"Orphan Homes, Bridge of Weir – Orphan boys and girls deprived of both parents, and fatherless (and motherless added in 1928) children, with no relative able or willing to keep them, from 1 to 14 years of age, from any part of Scotland. Destitution is the title for admission, and there is no subscriber's line or voting paper required."*

Standing Orders of the Orphan Homes of Scotland (1944) state that:

> 18. ADMISSION OF NEW CHILDREN AND COTTAGE TRANSFERS – New children are normally admitted at Overbridge on Wednesday afternoon after examination by Medical Officer. After a period of isolation, the children are allocated to Cottages to which previous intimation has been given.
>
> Allocation of new children or the transfer of children from Cottage to Cottage is a matter solely for the Superintendent and the Matron.

Standing Orders of the Orphan Homes of Scotland (1950s) state amendments to those of 1944 and that:

> 18. NEW ADMISSIONS OF CHILDREN – are received at the City Home on Wednesday afternoon and generally arrive at the Orphan Homes about noon on Thursday, on which afternoon they should be sent to Elise Hospital for examination by Medical Officer at 3 o'clock. Confirmation of this arrangement will be sent in every case.

A Staff Guide on Quarrier's Homes states:

> Reasons why a Child is admitted to Care
> 1. True orphans
> 2. Illegitimate children
> 3. Broken Homes (desertion by one or other of the parents)
> 4. Eviction
> 5. Cruelty
> 6. Neglect
> 7. Illness of parent i.e. mother in hospital
>
> Children placed voluntarily are maintained by parents at an assessed rate according to their income. The length of stay of the children in the Homes is the sole responsibility of the Child Care Department who endeavour to return the children to their parents as soon as possible. Arrangements are made to have children without a parent-contact placed for fostering or after-care.

From 1971 onwards, Local Authorities placed children in the services following decisions made by Children's Panels at Children's Hearings. At times, these were planned admissions when vacancies within the services arose. On other occasions, children moved into an arising vacancy on a short-term emergency basis until permanent or alternative arrangements could be put in place. At times, this service was the place of residence for the children.

During the 1990s, Quarriers accepted some unplanned and short notice admissions, for example, when Social Work Departments required emergency placements as a result of a Children's Hearing and resulting child protection order. If there happened to be a vacancy when children were affected by cases of significant abuse and neglect, and no other placement offering sufficient support could be found, Quarriers worked with Social Work to plan the transition process to Quarriers.

Procedure

From 1871 until 1990s, an admission form was completed for every child who came into Quarriers' care. Copies were retained in the files of every child. Examples of forms from 1937, 1944, 1956, 1970, 1977 and 1992 are attached at Appendix C2 showing how these changed over the decades.

A letter from 1939 from the Royal Society for Prevention of Cruelty to Children (RSPCC) is an application to admit a child from their care to Quarriers. The RSPCC complete Quarriers' Admission Forms. This is attached in Appendix C3.

A medical report was part of the Admission process and was prepared by a doctor before admission.

From 1990s onwards, each individual Quarriers service had its own admission procedure to suit the requirements of the child and referring body. During the 1990s and 2000s these became increasingly standardised

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

Yes. From 1930, the aim of these admission procedures was to document:

- who was referring the child
- the circumstances in which the child was being admitted
- details of the child's background
- to record personal data such as name and date of birth
- to provide written proof of admission and permission to care for the child as Quarriers saw fit

From the 1990s, a procedure was devised by each Quarriers' service to ensure that essential accurate information is shared to create a care plan for the child that staff can work with and follow good practice.

From 2000, and throughout the 2010s, a standardised process depending on the type of service offered was more prevalent and evolved in line with new legislation and the accepted benefits of personalisation.

The aims and intentions for the period 1990s - 2000 were as follows:

Procedurally

- Complies with legislation
- Complies with regulation
- Complies with contractual obligations
- Meets needs of the child supported

Additionally, from 2000 – 2010s this included:

Emotionally

- Incorporates working with families
- Considers contact and correspondence with families
- Appropriateness of sharing with other children
- Their own needs and wants

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

From at least 1944, Quarriers' policies and procedures were detailed in The Orphan Homes of Scotland Standing Orders (we have traced copies from 1944 and the 1950s) and A Staff Guide on Quarrier's Homes (after 1965) (Appendices C4, C5 & C6). However we have been unable to locate all versions of these.

From the 1990s until present day, they have been stored within Policy and Procedure manual within each establishment and entitled *Standards For Excellence Manual C CARE*. Since 2008, these have been uploaded to Quarriers' secure intranet.

From 1999, an index of standards, issues and revisions was established within a database. This was superseded by the Policy Control Management System held within the then Quality Department, and from May 2015 this was known as the Quality, Assurance and Compliance Department.

iv. Who compiled the policies and/or procedures?

From 1930 to the 1990s, based on Quarriers' Narrative of Facts and Council of Management Minute Books, the compilation of policies and procedures was directed by Quarriers' Council of Management and implemented by the Superintendent or equivalent highest serving officer.

From 1995, all policies were compiled by the Director of Quality, now known as the Quality Assurance and Compliance Manager with assistance from staff from relevant sectors and departments with different types of relevant experience, e.g. Heads of Service, Project Managers and frontline staff. Policies and procedures were then approved by the Executive Team and on some occasions by the Board of Trustees.

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

Policies and procedures were put in place from 1871. They have been revised and developed since, as referred to above.

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

Yes, subject to revision and amendment, as referred to above.

vii. Were such policies and/or practices reviewed?

Yes, as detailed above. Please also see Appendix C2 for details of how the Admission Form evolved.

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

Policies and procedures were reviewed:

- to reflect the significant changes in services offered by Quarriers (from the 1990s when the children's homes closed and new supported living services for adults started)
- to adhere to relevant legislation requirements
- to adhere to regulators' requirements (Care standards)
- to accommodate the requirement to register staff
- to develop good practice guidelines
- to reflect changes in Social Care
- to adopt a process of continuous improvement

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

See above at answer 4.3 (a) ii.

All Quarriers' policies and procedures have continued to evolve over the years and have become increasingly formalised, measurable and embedded into everyday working practice at Quarriers in accordance with current legislation.

x. Why were changes made?

Changes were made:

- to reflect the significant changes in services offered by Quarriers (from the 1990s when the children's homes closed and new supported living services for adults started)
- to adhere to relevant legislation requirements
- to adhere to regulators' requirements (Care standards)
- to develop good practice guidelines
- to reflect changes in Social Care
- to adopt a process of continuous improvement

xi. Were changes documented?

In The Orphan Homes of Scotland Standing Orders (Appendix C4) from 1944, an Admission process is documented. This document was periodically updated and we are in possession of two versions (1944 and 1950s). An Admission process is also documented in A Staff guide on Quarrier's Homes (after 1965) (Appendix C6). Changes from the 1990s onwards were documented.

xii. Was there an audit trail?

Yes. There is an audit trail from the 1990s to present day.

Present

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

Yes.

xiv. If so, please give details.

Current Admission Policies

At Quarriers' Countryview Service in Quarriers Village, which supports children with complex physical and learning disabilities, children are referred via a Social Work assessment received from Social Work Department (Section 23) or Wellbeing Assessment by Local Authorities. This leads to an admission process. This process must have already taken place for families to have a Self Directed Support (SDS) plan.

Once a referral is received, an invitation is sent to the Social Worker for the child and family to attend a referral meeting to discuss more personal information on the child's needs. Once this is complete, along with visiting the child in school, in their current placement or at home, a care plan is created based on the Scottish Government's Getting It Right For Every Child (GIRFEC). This is the Scottish national approach to improving outcomes and supporting the wellbeing of our children and young people by offering the right help at the right time from the right people.

Referrals are specific to each Local Authority and depend on the type of service required. For example:

- the Local Authority dictates that a young person leaving care services is supported by the service managed by Quarriers
- for housing support services, the referral comes to Quarriers from the Housing or Social Work Department. The referrals are triaged through a Resource Priority Group which decides where young people should be placed based on their needs.
- where Shared Care voluntary arrangements exist between providers and families.

For any children or young people who were admitted to Quarriers as an emergency placement, the same process is used. This is supplemented with a risk assessment which looks at the specific issues faced by the young person and considers any information that was available to Quarriers.

(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. Quarriers adhered in practice to its policy/procedures in relation to the admission of children to the establishment.

ii. How was the adherence demonstrated?

Adherence was demonstrated by:

From the 1930s

- The existence of Admission Books
- Individual children's records

From the 1990s

- Checking at staff supervision and meetings
- Sign-off sheet to evidence that policy has been read
- Commissioner reviews – contract compliance meetings
- Regulator reviews – announced and unannounced inspections
- Quarriers Management Audit Tool

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

Adherence can be demonstrated to the Inquiry through the provision of:
From the 1930s

- Access to Admission Books
- Access to individual children's records

From the 1990s

- Notes from staff supervision and meetings
- Copy of sign-off sheet
- Copy of notes from commissioner reviews – contract compliance meetings
- Copy of report from Regulator reviews – announced and unannounced inspections
- Copy of Quarriers Management Audit Tool
- Copy of Executive Team minutes where policies and procedures were approved

iv. Were relevant records kept demonstrating adherence?

Yes. Relevant records have been kept demonstrating adherence. These are available subject to retention guidelines.

v. Have such records been retained?

Yes. Relevant records have been retained. These are available subject to retention guidelines.

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

Quarriers has no record of instances in which policy/procedure was not adhered to in practice.

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

Quarriers has no record of instances in which policy/procedure was not adhered to in practice.

Present

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

No.

ix. If so, please give details.

Not applicable.

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?

From 1944, policies and/or procedures in relation to the day-to-day running of the establishment were detailed in The Orphan Homes of Scotland Standing Orders (1944 and 1950s) (Appendices C4 & C5) and A Staff Guide on Quarrier's Homes (after 1965) (Appendix C6).

From the late 1990s, Quarriers implemented Standards for Excellence and Practice Guidelines for the day-to-day running of establishments.

As Quarriers was aware of national policy and guidance, this impacted on how services were delivered on a day-to-day basis as evidenced by the 34 Quarriers' policies and procedures below. Dates indicate our first recorded version of the policy.

(1) Access to Service Users Personal Files (April 1996)
(2) Parental Consent Form (August 1998)
(3) Care and Control Policy (November 1998)
(4) Personal Care of Children and Young People (June 1999)
(5) Medication (February 2000)
(6) Promoting Positive Behaviour (April 2000)
(7) Service User Protection From Abuse (November 2000)
(8) Public Interest, Disclosure and Whistleblowing (May 2001)
(9) Professional Code of Conduct (August 2001)
(10) Service Users and Illegal Substances (February 2002)(11) Recruitment (March 2002)
(12) Missing Persons Procedural Guidelines (April 2002)
(13) Recording Information about People We Support (August 2002)
(14) Concerns Complaints and Compliments (1999)– No copy available
(15) Working in Partnership With Family Members And Carers (July 2003)
(16) Supported Learning (October 2003)
(17) Grievance (February 2004)
(18) Disciplinary (February 2004)
(19) Bullying and Harassment (May 2004)
(20) Supporting People Who Are Beginning To Use or Move On From a Quarriers Service (September 2004)
(21) Wellbeing of People Supported By Quarriers (October 2004)
(22) Planning Holidays (January 2005)
(23) Sexuality and Relationships (February 2005)
(24) Responding to Self-Injuring and Self-Harming Behaviour and Suicide (July 2005)
(25) Dealing with Mental Ill Health (August 2005)
(26) Infection Control (September 2005)
(27) Child Protection (Scotland) (December 2005)
(28) Protecting Children and Young People from Abuse (December 2005)
(29) Data Protection and Archiving (April 2006)
(30) Access to Historic Records (April 2006)
(31) Planning with the People Quarriers Support (November 2006)
(32) Providing Personal and Intimate Care (December 2007)

(33) Missing Persons (November 2008)
(34) Healthcare (March 2009)

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

Please see aims as detailed in answer 4.3(a)(ii) and each policy's intention is outlined in our commitments for the policies and procedures detailed above 4.4 (a) (i) and Appendix C7.

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

From 1944, Quarriers' policies and procedures were detailed in The Orphan Homes of Scotland Standing Orders. As the Staff Guide makes reference to the 1948 legislation and amendments to it in 1958 and 1963, we conclude that this document was periodically updated, with a version available from after 1965. However, we have been unable to locate further versions of these.

From the 1990s until present day, they are stored within Policy and Procedure manual within each establishment and entitled Standards For Excellence Manual C CARE. Since 2008, these have been uploaded to Quarriers' secure intranet.

From 1999, an index of standards, issues and revisions was established within a database. This was superseded by the Policy Control Management System held within the then Quality Department, and from May 2015 this was known as the Quality, Assurance and Compliance Department.

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**

The overall purpose of Quarriers was to provide residential care, school and education for children. These policies existed from when William Quarrier established the organisation in 1871. In a letter to the Glasgow Herald on 31 August 1871 which was also published in the North British Daily Mail on 1 September 1871, William Quarrier wrote:

> "I have no faith in large institutions where hundreds are ruled with a stringent uniformity which eats out the individuality of its members, but I have great faith in a Home where not more than one hundred are placed together, and where individual tastes would be cared for and watched over by a motherly and fatherly love."

This set out William Quarrier's vision of residential childcare in a village setting.

The provision of residential care has consistently played a key role in Quarriers' purpose, operation and activities.

In 1926, when the Orphan Homes of Scotland were incorporated as a company, and some 23 years after William Quarrier's death, the Memorandum of Association stated that the purpose of the organisation was to:

> "take over and carry on in continuity the work hitherto carried on in connection with the scheme organised in Glasgow by the late William Quarrier for the purpose of providing homes for upbringing and educating destitute children, or other kindred purposes..."

Activities for children

According to Quarriers Narrative of Facts and from what former residents tell us, a variety of on-site activities were offered from when Quarriers Village was established in the 1880s and were added to over time:

- Ample outdoor space in a countryside setting
- Church
- Ceremonies and significant holidays e.g. Hallowe'en was celebrated
- Playground with swings, roundabouts, slides etc.
- Boating pond
- Swimming pool opened in 1966
- Tennis courts, cricket pitches and football pitches
- Cubs/Scouts, Brownies/Guides, Life Boys, Girls' Guildry and Boys Brigade
- Boys and Girls youth club
- Fuzzy Wuzzy Group for young children
- Mixed discos (1960s)
- Films shown in the Central Building
- Music; playing instruments, choir, silver band, pipe band
- Visits by royalty and celebrities e.g. Princess Anne, The Bay City Rollers, Cliff Richard.

Standing Orders for the Orphan Homes of Scotland (1944) state that:

> 39. RECREATION AND GAMES: - During the winter a Scheme of Inter-Cottage football matches will be posted on the Notice Board in the Store Window every Saturday, weather permitting.
>
> During the summer, cricket will be played and all footballs should be put away beyond reach. Owing to the fact that Cricket Matches are apt to be of longer duration than Football games, it is not easy to arrange a scheme to come within the limits of time at disposal, but it is expected that Fathers will endeavour to plan for as many games between their own Boys ad those of other Homes as may be feasible on Saturday afternoons, and on the available evenings of the week, exclusive of Wednesdays and Fridays.
>
> Detailed arrangements for the use of the TENNIS COURTS will be intimated at the beginning of each season. House girls shall be given the fullest opportunity of using these during the afternoon and Working Girls in the evening (excepting Wednesdays and Fridays) and on Saturday afternoons

Standing Orders for the Orphan Homes of Scotland (1950s) state as above and in addition that:

> Tennis Courts – Detailed arrangements for these use of these will be published at the beginning of each Season, but the following general rules should be noted :-
>
> Hours of play – House Girls – 2 to 4 p.m.
> Working Girls – 6.30 to 8.30 p.m. (except Wednesdays)
>
> Putting Greens : -
>
> Central and Love Square or Praise Road Greens : -
> Hours of play – Girls – 2 to 4 p.m.
> Boys – 6.30 to 8.30 p.m.
>
> Peace Avenue Green – Though this Green is primarily for the use of the Staff, no Father us precluded from taking a boy to play with him if he so desires.
>
> 18-Hole Course at Tennis Courts: -

Hours of Play: - Mother and Girls – 2 to 4 p.m. and 6.30 – 8.30 p.m.
Fathers in the vicinity may use this Course after 8.30 p.m.
Fathers are not permitted to use Putting Greens or Tennis Courts between 6 and 6.30 p.m.

No person will be permitted to play during the dinner hour, or between 6 and 7.30 p.m. on Wednesdays, not after 7.30 p.m. on Fridays.

According to a Staff Guide on Quarrier's Homes (after 1965) (Appendix C6), on-site facilities included a sweet (or tuck) shop as well as clubs termed organisations.

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

Children supported by Quarriers were offered the opportunity to take part in on-site and off-site activities, including holidays and family visits. These formed an integral part of the support and care offered.

Trips/Holidays

In 1919, Torr Aluinn on the Firth of Clyde was gifted to William Quarrier by a friend. Each summer until 1947, large parties of children from the Orphan Homes of Scotland visited for a holiday.

Quarriers Narrative of Facts state that there was a further six Quarriers'-owned holiday houses in on the Firth of Clyde the last of which operated until 1972. Quarriers also arranged holidays to rented accommodation in Blackpool and Aberdeen.

As well as holidays away from Quarriers Village, provision was also made for activities during school holidays. The Standing Orders from the Orphan Homes of Scotland (1944 and 1950s) state that:

> 28. CHILDREN'S HOLIDAYS. Weather permitting, during all school holidays, a watchman will be on duty in the Playfield from 9 a.m. until 12 noon and from 2 till 4 p.m. As many children as possible should be sent out and any extra house help kept to a minimum. By substituting others in their places, an effort should be made to permit House Boys and Girls extra recreation in the afternoon of the holidays.

The Minute of Meeting of the Council of Management on 14 May 1953 makes reference to arrangements for about 150 children to have a holiday during the summer months with relatives and friends. (Appendix C8).

Details in children's files from the 1960s/70s tell of children's experiences during overseas holidays.

Quarriers' archives also provide details of other off-site activities included trips to see ships on the Clyde and the circus and a convoy of black cabs taking children on a day out.

Visits to family

The Standing Orders for the Orphan Homes of Scotland (1944 and 1950s) state that:

> 24. VISITORS TO CHILDREN are permitted to see them only on presentation of an official permit at the Central Hall between 2and 5 p.m. on the first Saturday of each month, and on the first day after New Year's Day. No visiting is permitted on Sundays, Thanksgiving Day or Public Holidays. Weather permitting, Visitors may take children to walk in the grounds, but should not go beyond the dates nor on the public road.
>
> Children's Visitors are forbidden to call at the various Homes or to have any communication personally or in writing with anyone but the Superintendent or the person in charge of visiting at the Central Hall. On regular Visiting Days it will save embarrassment if House Fathers and House Mothers appoint a Senior Boy or Girl to attend to the door and

courteously refer and visitors who may call to the Superintendent, or person in charge of visiting at Central Hall.

On regular Visiting Days it would be helpful if all children who are definitely expecting visitors be kept within easy call of the Home, if not actually in it. It is also necessary that someone should be at hand to answer telephone calls for children immediately and that the children should be sent to the Central Hall with the least possible delay.

25 BROTHERS VISITING SISTERS – Brothers and sisters should be afforded reasonable opportunity of being frequently together. Although not living under the same roof. In the case of brothers and sisters attending school, no special provision need be made, but where they have left school or are not yet old enough to attend school, boys should be given opportunity on Saturday afternoons (excepting the first Saturday of the month) between 2 and 4 o'clock to visit their sisters on two Saturdays in the month. The limit of the visit should be one hour. Boys should be instructed to apply at the front door to the Mother of the Home where the sisters reside. House Mothers of Girls' Homes will allow brothers to visit their sisters in the Dining Room, but not in the Playshed.

A Staff Guide to Quarrier's Homes (after 1965) (Appendix C6) states:

Parents are asked to visit their children regularly and the Cottage Parents should notify the Child Care Department should such visits break down.

From the 1970s, House Parents and latterly Quarriers Project Workers facilitated supervised contact with parents, where deemed necessary by the placing Local Authority. Quarriers' staff could also take siblings out of the family home to me1947et other siblings e.g. at a café or activity, in order to maintain contact. Siblings not in care could also visit siblings in the Quarriers service on their own, if this was agreed by the Local Authority. Staff also dropped children off at their parents' house if required and approved, in order to spend weekends and overnights to help with transition when returning to the family home.

Schooling/education

From 1890, Quarriers ran its own school within Quarriers Village. All children living in Quarriers Village attended this school.

The Standing Order for the Orphan Homes of Scotland (1944) states that:

"The bell rings for school at 9 o'clock... Young children are dismissed from morning School at 11 o'clock and the remainder at 12.15... They should again be sent off to School not later than 1.20....Young children are dismissed from afternoon School at 3 p.m. and the remainder at 4 p.m.

Quarriers' archives and individual children's files give details of children attending High Schools in Paisley from the 1950s and primary schools outwith Quarriers Village from the 1970s.

Quarriers Village School closed in 1985.

A Staff Guide on Quarrier's Homes (after 1965) states:

SCHOOLS – Since we deal with the non-academic pupil, our aim is, as stressed in the Brunton Report on Secondary Education (1964), 'to try and co-ordinate the later stages of secondary courses and the earlier states of courses of vocational further education'.

We try to provide a background for leaving school with formal and informal guidance on problems of work, money, responsibility and social institutions which will impinge of our charges for the first time when leaving school. Many older children attend Linwood Junior High School.

The children of members of staff under the age of 12 normally attend Kilmacolm Primary School. Transport is arranged between the Homes and the School for then. On qualifying to a higher grade the children would go to a Secondary School in either Paisley, Greenock or Port Glasgow, depending on their achievement at the 11-plus.

Discipline

A letter to "Fathers in charge of the boys' cottages" from 1937 sets out the organisation's policy and expectations in relation to discipline. (Appendix C9)

The Standing Order for the Orphan Homes of Scotland (1944) states that:

7. DISCIPLINE AND PUNISHMENTS - Discipline shall be maintained by the personal influence of parents who shall endeavour to reduce all forms of punishment to a minimum. Punishments must be regulated according to the "Children and Young Persons (Scotland) Care and Training Act 1933 –

1. Punishment, where necessary, shall consist mainly of reasonable forfeiture of privileges or rewards.
2. Children must not be deprived of meals.
3. Children must not normally be deprived of recreation for more than one day at a time.
4. Where punishment takes the form of a reasonable period of isolation, the child must never be locked in a room or cupboard.
5. If corporal punishment is considered necessary, a light tawse only may be used and only to the following maxima –
    a. Girls – Three strokes only may be inflicted in all on any one occasion, and only on the hands
    b. Boys under 14 years : Two strokes on each hand of four strokes on the posterior over ordinary cloth trousers
    c. Boys aged 14 years or more : Three strokes on each hand or six strokes on the posterior over ordinary cloth trousers.
6. Every punishment must be immediately entered in the Punishment Book and the record shall show –
    a. Date of punishment
    b. Name of offender
    c. Age
    d. Nature of offence
    e. Name of person who administered the punishment
    f. Nature of the punishment, and in the case of corporal punishment, the exact amount.

The Standing Order for the Orphan Homes of Scotland (1950s) states that:

7. PUNISHMENTS should be regulated according to the adapted Home Office Scheme.

Regulations regarding punishment issued by the Home Office were adapted so that the expressions within them were applicable to the Orphan Homes of Scotland. A copy of these regulations is enclosed at appendix C10. We consider this document dates from the 1950s.

According to a former employee, belts were removed from the Cottages in 1964. The Superintendent could still use the belt.

From 1993 (when Quarriers' HR Department was established) and additionally from 1995 (with the appointment of a Director of Quality), Quarriers developed the following policy relevant to the four points above:

Planning Holidays (January 2005): This policy is still live and currently under review due to be completed in August 2017.

v. Who compiled the policies and/or procedures?

From 1930 to the 1990s, the compilation of policies and procedures was directed by the Council of Management and implemented by the Superintendent or equivalent highest serving officer.

From 1995, all policies were compiled by the Director of Quality, now known as the Quality Assurance and Compliance Manager. They were assisted by staff from relevant sectors and departments with different types of relevant experience, e.g. Heads of Service, Project Managers and frontline staff. Policies and procedures were then approved by the Executive Team and on some occasions by the Board of Trustees.

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

Letter from Superintendent: 1937
The Orphan Homes of Scotland Standing Orders: 1944
The Orphan Homes of Scotland Standing Orders: 1950s
Regulations regarding punishment issued by Secretary of State: 1950s
A Staff Guide on Quarrier's Homes: after 1965
Planning Holidays Policy: 2005

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

Standing Orders for the Orphan Homes of Scotland and the Staff Guide to Quarriers are no longer in place. These were replaced by policies created from 1995 following the recruitment of a Director of Quality.

viii. Were such policies and/or practices reviewed?

Yes.

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

Policies and procedures were reviewed:

- To reflect the significant changes in services offered by Quarriers (from the 1990s when the children's homes closed and new supported living services started)
- to adhere to relevant legislation requirements
- to adhere to regulators' requirements (Care standards)
- to accommodate the requirement to register staff
- to develop good practice guidelines
- to reflect changes in Social Care
- to adopt a process of continuous improvement
- in response to a critical incident
- in response to complaints

- in response to training requirements
- as part of a rolling programme

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

The nature and number of activities, both on and off-site developed and increased over time. Activities became increasingly driven by the children's own personal goals and interests, rather than fitting in with what was available.

In recent decades, there has been a shift in social care to focus on personalisation, independence and the use of facilities that exist within people's own communities.

Throughout the 1960s, 1970s and 1980s, Quarriers Village became less insular and more outward-looking. This was reflected in a move towards integrating the education of children living at Quarriers as part of local school provision. This allowed natural friendships to develop with children outwith Quarriers.

Policies and procedures relating to discipline were relaxed over time, in line with societal attitudes, developing trends and legislative provision. For children now, rather than discipline being considered, support would be put in place to encourage positive behaviour.

xi. Why were changes made?

From 1993 (when Quarriers' HR Department was established), and additionally from 1995 (with the appointment of a Director of Quality), Quarriers changed its procedures from Policies to Standards. This represented a time when Standards were informed by day-to-day practice rather than a top-down approach. This ensured that the voices of people supported within the services were well represented. This is a worthwhile process and as such the review cycle reverted to Policies to ensure a more efficient process. There remains the opportunity for people we support and staff to contribute to this process and therefore we now operate a hybrid process taking the best from both approaches.

In 2008, the Scottish Government launched Getting It Right For Every Child (GIRFEC), the national approach in Scotland to improving outcomes and supporting the wellbeing of our children and young people by offering the right help at the right time from the right people. It supports them and their parent(s) to work in partnership with the services that can help them and focuses on the child. Quarriers incorporates the principles of GIRFEC as an integral part of the support offered to children, and in particular when reviewing policies and procedures.

Further substantive changes were made to policies and procedures in response to statutory requirements. Please see Section 21, Part C, 4.1 (i) for details of these Acts.

Changes were made:

- To reflect the significant changes in services offered by Quarriers (from the 1990s when the children's homes closed and new supported living services for adults started)
- to adhere to relevant legislation requirements
- to adhere to regulators' requirements (Care standards)
- to accommodate the requirement to register staff
- to develop good practice guidelines
- to reflect changes in Social Care

- to adopt a process of continuous improvement
- in response to a critical incident
- in response to complaints
- in response to training requirements
- as part of a rolling programme

xii. Were changes documented?

Yes. All policies and procedures have continued to evolve over the years and have become increasingly formalised, measurable and embedded into everyday working practice at Quarriers in accordance with current legislation.

xiii. Was there an audit trail?

Yes. Quarriers is aware of an audit trail from the 1995. However, Quarriers is unaware of an audit trail from 1930 until 1995.

Present

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

Yes.

xv. If so, please give details.

Activities for children

Current Quarriers' services in Quarriers Village offer a variety of activities for children. These activities are appropriate for children with complex physical and learning disabilities and include:

- Adapted wheelchair swing
- Accessible sensory garden
- Fully equipped sensory room

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

Current Quarriers' services in Quarriers Village are for both permanent residential care and respite/short stay care. Activities for children in both of these services include:

- Trips using the service minibus for example to Largs
- Bowling
- XScape

Holidays are considered by the child's own family.

Visits to family do not take place for those children in respite/short stay care as the purpose of this to for them to enjoy time away from the family home, increase independence and for the family to have a break from their caring responsibilities.

For those children in residential care, visits to and by family are arranged with the Project Manager.

Schooling/education

Children of school age attend their school from either the permanent residential service or the respite/short stay care if this takes place on a weekday during term time

Discipline

Quarriers no longer uses the term 'discipline' with regards to the care of children. Acceptable terminology includes 'sanctions' and 'revocation of privileges'. Where this takes place, sanctions are agreed with the relevant social worker, the child and this is recorded in daily notes and care plans.

Off-site activities

Current policies do not consider schooling as there is no longer an operational school in Quarriers Village. Details of appropriate on-site and off-site activities are included in individual children's care plans.

(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?

As detailed in our response to Parts B and D, Quarriers is aware that the organisation/establishment did not always adhere in practice to its policies and procedures relating to the day-to-day running of the establishment.

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?

For the period 1930 until 1995, adherence can be demonstrated through:

- the provision of Children's records
- what former residents tell us about their time at Quarriers
- testimonies from former residents as part of Time to be Heard
- Quarriers' Narratives of Facts
- Quarriers Council of Management Minute Books
- Quarriers School records (held at the Mitchell Library, Glasgow)

From 1995, Quarriers carried out standard evaluations of all Services and Departments which resulted in annual reports. Currently, bi-monthly operational audit tools are in place.

Adherence can be demonstrated by:

- Daily record sheet
- Care plans
- Staff files reviewed by manager or service managers
- Regulator reviews
- Quarriers' own Standards Evaluation

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

Adherence can be demonstrated to the Inquiry through the provision of the documents referenced in iii above.

v. Were relevant records kept demonstrating adherence?

Yes. Children's records have been kept from at least 1930 demonstrating adherence to policies detailed in Standing Orders from at least 1944. These are available subject to retention guidelines.

vi. Have such records been retained?

Yes. Relevant records from 1930 have been retained. These are available subject to retention guidelines.

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

Policy/procedure was adhered to in practice.

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?

No.

x. If so, please give details.

Not applicable.

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 Orphan Homes of Scotland Standing Orders were in place from at least 1944.

A Staff Guide on Quarrier's Homes was in place from at least 1965.

We have outlined our policies at question 4.4 (a) (i). Those policies relevant to caring for children at the establishment were:

(1) Personal Care of Children and Young People (Policy Statement and Practice Guideline) (June 1999): Reviewed and merged with Providing Personal Care for People Quarriers Support in December 2007. This policy is still live and currently under review due to be completed in August 2017.

(2) Medication February (2000): Reviewed March 2004, amended September 2004, September 2008 and June 2011, reviewed February 2014 and October 2015. October 2015 is the current live policy, and this is due for review in October 2018.

(3) Promoting Positive Behaviour (April 2000): Reviewed July 2005, amended November 2006, April 2008 and December 2009. Reviewed and policy name changed to Positive Behaviour Support in November 2014. November 2014 is the current live policy, and this is due for review in November 2017/2018.

(4) Public Interest, Disclosure and Whistleblowing (May 2001): Reviewed in January 2015 with date of next review in December 2017.

(5) Missing Persons Procedural Guideline April (2002): Policy November 2008, reviewed in December 2015 and due for review in December 2018.

(6) Recording Information about People We Support (August 2002): Reviewed and merged with Record Management Policy in May 2015 and reviewed in May 2017. May 2017 is the current live policy, and this is due for review in May 2020.

(7) Concerns Complaints and Compliments (March 2003): Amended in August 2008, April 2013 and May 2017.

(8) Working in Partnership with Family Members and Carers (July 2003): This policy is still live and currently under review due to be completed September 2017.

(9) Supporting Learning (October 2003): Reviewed and merged with Planning for People We Support in November 2006. This policy is still live and currently under review due to be completed in September 2017.

(10)Supporting People Who are Beginning to Use or Move on From a Quarriers Service (September 2004): Amended in July 2006. This policy is still live and currently under review due to be completed in August 2017.

(11) Wellbeing of People Supported by Quarriers (October 2004): This policy is still live and currently under review due to be completed in September 2017.

(12) Record Management December (2004): Reviewed in April 2004, May 2015 and May 2017. May 2017 is the current live policy, and is due for review in May 2020.

(13) Planning Holidays January (2005): This policy is still live and currently under review, due to be completed in August 2017.

(14) Sexuality and Relationships (February 2005): This policy is still live and currently under review, due to be completed in September 2017. Staff are also advised to read Child Protection Policy.

(15) Responding to Self-Injuring, Self-Harming Behaviour and Suicide (July 2005): Reviewed in October 2010. This policy is currently under review to be completed in September 2017. Staff are also advised to read Death and Related Issues policy (May 2017).

(16)Dealing with Mental Ill Health (Aug 2005): This policy is still live and currently under review due to be completed in September 2017.

(17)Infection Control September (2005): Reviewed in May 2015. Date of next review May 2018.

(18)Child Protection Policy (Scotland) (2005): Reviewed in November 2013 and May 2017. May 2017 is the current live policy, and this is due for review in May 2020.

(19)Planning with the People Quarriers Support November (2006): This policy is still live and currently under review due to be completed in September 2017.

(20)Providing Personal and Intimate Care to the People Quarriers Support December (2007): This policy is still live and currently under review due to be completed in August 2017.

(21)Healthcare March (2009): This policy is still live and currently under review due to be completed in September 2017.

Quarriers has also adhered to the GIRFEC approach in caring for children since around 2008.

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

Yes. Please see aims as detailed in point 4.3(a)(ii) and each policy's intention is outlined in the policy's commitments detailed above at 4.4 (a) (i)

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

From at least 1944, Quarriers' policies and procedures were detailed in The Orphan Homes of Scotland Standing Orders (Appendices C4 & C5) and A Staff Guide on Quarrier's Homes (at least 1965) (Appendix C6). However, Quarriers is unable to locate all versions of these.

From 1995 until present day, they have been stored within Policy and Procedure manual within each establishment and entitled *Standards For Excellence Manual C CARE*. Since 2008, these have been uploaded to Quarriers' secure intranet

From 1999, an index of standards, issues and revisions was established within a database. This was superseded by the Policy Control Management System held within the then Quality Department, and from May 2015 this was known as the Quality, Assurance and Compliance Department.

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**

Details of the relevant policies are outlined at 4.4(a)(i). Please refer to Appendix C7 for details of each policy.

(1) Medication (2000)
(2) Wellbeing of People Supported by Quarriers (2004)
(3) Bullying and Harassment (2004)
(4) Protecting Children and Young People From Abuse (2005)
(5) Child Protection Policy (2005)
(6) Responding to Self-injuring, Self-harming and Suicide (2005)
(7) Dealing with Mental Ill Health (2005)
(8) Healthcare (2009)

v. Who compiled the policies and/or procedures?

From 1930 to the 1990s, the compilation of policies and procedures was directed by the Council of Management and implemented by the Superintendent or equivalent highest serving officer.

From 1995, all policies were compiled by the Director of Quality, now known as the Quality Assurance and Compliance Manager with assistance from staff from relevant sectors and departments with different types of relevant experience, e.g. Heads of Service, Project Managers and frontline staff. Policies and procedures were then approved by the Executive Team and on some occasions by the Board of Trustees.

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

It is unclear when policies were put in place. Reference is made to:

- a letter from the Chairman dated September 1937 (Appendix C9)
- The Orphan Homes of Scotland Standing Orders (1944 and 1950s)
- A Staff Guide on Quarrier's Homes (after 1965).

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

The following policies and/or procedures remain in place:

(1) Medication (2000)
(2) Wellbeing of People Supported by Quarriers (2004)
(3) Bullying and Harassment (2004)
(4) Protecting Children and Young People From Abuse (2005)
(5) Child Protection Policy (2005)
(6) Responding to Self-injuring, Self-harming and Suicide (2005)
(7) Dealing with Mental Ill Health (2005)

(8) Healthcare (2009)

viii. Were such policies and/or practices reviewed?

Yes.

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

Since 1995 policies and procedures have been reviewed:

- to reflect the significant changes in services offered by Quarriers (from the 1990s when the children's homes closed and new supported living services started)
- to adhere to relevant legislation requirements
- to adhere to regulators' requirements (Care standards)
- to accommodate the requirement to register staff
- to develop good practice guidelines
- to reflect changes in Social Care
- to adopt a process of continuous improvement
- in response to a critical incident
- in response to complaints
- in response to training requirements
- as part of a rolling programme

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

From 1993 (when Quarriers' HR Department was established), and additionally from 1995 (with the appointment of a Director of Quality), Quarriers changed its procedures from Policies to Standards. This represented a time when Standards were informed by day-to-day practice rather than a top-down approach. This ensured that the voices of people supported within the services were well represented. This is a worthwhile process and as such the review cycle reverted to Policies to ensure a more efficient process. There remains the opportunity for people we support and staff to contribute to this process and therefore we now operate a hybrid process taking the best from both approaches.

The introduction of GIRFEC in 2008: Scottish Government's Getting It Right For Every Child is the national approach in Scotland to improving outcomes and supporting the wellbeing of our children and young people by offering the right help at the right time from the right people. It supports them and their parent(s) to work in partnership with the services that can help them and focuses on the child. Quarriers incorporates the principles of GIRFEC as an integral part of the support offered to children and in particular when reviewing policies and procedures.

Further substantive changes were made to policies and procedures in response to statutory requirements. Please see Section 21, Part C, 4.1 (i) for details of these Acts.

All policies and procedures have continued to evolve over the years and have become increasingly formalised, measurable and embedded into everyday working practice at Quarriers in accordance with current legislation.

xi. Why were changes made?

Changes were made:

- to reflect the significant changes in services offered by Quarriers (from the 1990s when the children's homes closed and new supported living services started)
- to adhere to relevant legislation requirements
- to adhere to regulators' requirements (Care standards)
- to accommodate the requirement to register staff
- to develop good practice guidelines
- to reflect changes in Social Care
- to adopt a process of continuous improvement
- in response to a critical incident
- in response to complaints
- in response to training requirements
- as part of a rolling programme

xii. Were changes documented?

Yes. Changes were documented from 1999.

xiii. Was there an audit trail?

Yes. There is an audit trail from 1999.

Present

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

Yes

xv. If so, please give details.

An improved Policy Control System was introduced in June 2015 which included periodic review schedules.

Since 2016 service audits are conducted on a bi-monthly basis with Follow up Action Plans every alternate month. Peer audits are undertaken by Quarriers Project Managers and Operations Managers.

(b) Practice

Past

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

As detailed in our response to Parts B and D, Quarriers is aware that the organisation/establishment did not always adhere in practice to all of its policies and procedures relating to the care of children at the establishment.

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**

As detailed in our response to Parts B and D, Quarriers is aware that the organisation/establishment did not always adhere in practice to all of its policies and procedures relating to the care of children at the establishment.

iii. How was adherence demonstrated?

For the period 1930 until the 1990s, adherence was demonstrated through:

- information contained in individual children's files.
- testimonies of former residents as part of Time to be Heard
- Quarriers' Narratives of Facts and Annual Reviews

From 1999 onwards, adherence was demonstrated through the existence of:

- External inspections
- Internal audits
- Responsible reporting of accidents and incidents
- Maintenance of SSSC registration

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

Adherence can be demonstrated through the provision of reports and documents as detailed in iii above.

v. Were relevant records kept demonstrating adherence?

Yes. Relevant records have been kept demonstrating adherence from 1930 onwards. These are available subject to retention guidelines.

vi. Have such records been retained?

Yes. Relevant records relating to children have been retained for the period 1930 to present day. These are available subject to retention guidelines.

However, Quarriers is aware of nine files which were handed over for the purposes of Police investigations and have not been returned from the Procurator Fiscal.

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

It is acknowledged that policy/procedure was not always adhered to in practice. Quarriers welcomes the opportunity afforded by this Inquiry to explore the reasons for that failure.

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

Quarriers welcomes the opportunity afforded by this Inquiry to explore these issues.

Present

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

Yes.

x. If so, please give details.

With regards to caring for children at the establishment, policy/procedure is now adhered to and followed in practice. This is ensured through:

- All staff trained in child protection
- Regular Internal Audits
- Whistleblowing policies in place
- Quarriers adhering to guidance and relegation from the Care Inspectorate
- SSSC requirements for childcare workers to be registered
- Compliance with Local Authority contract monitoring
- Taking part in Local Authority Providers' Forums where issues such as child protection is discussed
- Adherence to national guidance of which all Quarriers children's services have a copy
- All childcare workers have access to a quick reference flow chart with regards to actions to take if they are concerned about the welfare of a child

4.6 Staffing

(a) Policy

Past

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

In a letter to the Glasgow Herald on 31 August 1871 which was also published in the North British Daily Mail on 1 September 1871 William Quarrier wrote:

> "I have no faith in large institutions where hundreds are ruled with a stringent uniformity which eats out the individuality of its members, but I have great faith in a Home where not more than one hundred are placed together, and where individual tastes would be cared for and watched over by a motherly and fatherly love."

According to Quarriers Narrative of Facts in 1873:

> "The first qualification necessary in the father and mother would be their fitness to train up the children in the 'nurture and admonition of the Lord'; and second, their ability to understand the character of children, so as to maintain their respective individuality, and prevent the mistakes made in large institutions, where all are ruled by the same uniform law."

According to Quarriers Narrative of Facts, from at least 1930 until such times as was dictated by the creation of Quarriers' Employment Policies from 1993, house parents were recruited principally on the strength of their Christian character or practice combined with a genuine love of children. This was substantiated by references and recommendations made by those considered to be upstanding citizens.

From at least 1944, Quarriers' policies and procedures were detailed in The Orphan Homes of Scotland Standing Orders (Appendices C4 & C5) and the Staff Guide on Quarrier's Homes (Appendix C6). Additional information is found within Quarriers Narrative of Facts.

For the period 1930 until 1993, Quarriers did not have a dedicated Personnel or HR Department. Quarriers' HR Department was established in 1993.

From 1993, Quarriers developed policies covering the main areas relevant to staffing and employment. These include:

- Employment Policies – from 1993 onwards . This is turn became the Employee Handbook - (Appendices C11 and C11b)
- Quarriers Standards – Manual B (HR) – from approximately 2000.

  a. 4.4 a i. (9) (11) (18) (19)
  b. Performance Appraisal and Development Standard– Appendix C12.
  c. Staff Development and Learning Standard – Appendix C13
  d. Staff Induction Standard – Appendix C14

- Quarriers Professional Code of Conduct – from approximately 2001 – Appendix C15 for 2006 version.

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

The Orphan Homes of Scotland Standing Orders and the Staff Guide on Quarrier's Homes were confidential to staff and set out in detail how house fathers and house mothers should run the Cottages according to the ideals and plan of a Christian family. Standing Orders were to be carefully observed and House Parents were instructed to treat the Children committed to their care as if they were their own.

From 1993, Employment Policies aimed to provide staff and managers with HR policies with regards to everyday practice and terms and conditions.

The aims of the relevant policies are outlined at 4.4(i).

The purpose of Quarriers Professional Code of Conduct was to:

a. support Quarriers' aim of providing high standard of practice through the behaviour of all staff
b. summarise for staff a range of expectation which Quarriers has for the behaviour of its staff. These expectations also meet the requirements of external bodies
c. protect the people Quarriers supports, the public and colleagues
d. promote good professional relationships
e. protect the reputation of Quarriers

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

From at least 1944, Quarriers' policies and procedures were detailed in The Orphan Homes of Scotland Standing Orders (Appendices C4 & C5) and the Staff Guide (Appendix C6). However we have been unable to locate all versions of these.

From 1990s until present day, Quarriers' Employment Policies were recorded within a printed handbook issued to all staff

Also, from 1990s until present day, Quarriers Standards in relation to staffing were recorded within Policy and Procedure manual within each establishment and entitled Standards For Excellence Manual C CARE. Since 2008, these have been uploaded to Quarriers' secure intranet. From 1999, an index of standards, issues and revisions was established within a database. This was superseded by the Policy Control Management System held within the then Quality Department, and from May 2015 this was known as the Quality, Assurance and Compliance Department.

From 2001, all staff are issued with a printed Quarriers Professional Code of Conduct and since 2008 all staff have access to an copy on Quarriers' intranet.

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

- **Pre-employment checks**

The Orphan Homes of Scotland Standing Orders and the Staff Guide on Quarrier's Homes do not provide details of pre-employment checks. However, Quarriers Narrative of Facts state that references were sought for all potential employees and these were to be provided by an upstanding member of the community.

From 1993 Quarriers Employment Policies state:

> MANDATORY CHECKS AS PART OF THE RECRUITMENT PROCESS
>
> Before an applicant can be deployed, a satisfactory Disclosure Scotland check, a satisfactory Occupational Health Pre-Employment Health Questionnaire and two satisfactory references must be received. Relief staff undergo the same mandatory checks as all other staff.

For the period 1993 to present day, safer recruitment vetting checks are a key element of Quarriers' work. These ensure that the people we support are safeguarded from any risk of harm. Prior to any applicant starting in a role with Quarriers, we require:

- a minimum of two satisfactory employment references (three required in certain local authority areas);
- satisfactory pre-employment health questionnaire confirming the applicant is fit for the post;
- satisfactory/clear checks with PVG, Disclosure Scotland;
- details of full employment history from leaving school including details/reasons for any gaps;
- evidence of eligibility to work in the European Union
- copies of certificates/qualifications if appropriate.

Quarriers Professional Code of Conduct (2006) states in 3.9 on page 18:

> Staff involved in recruitment or writing references for applicants for Quarriers' employment vacancies must declare any personal relationship with an applicant as well as a work relationship if one exists. Declaration of this information should be made as soon as possible after the staff member becomes aware of the issue. Family members will not work in the same workplace. Quarriers Recruitment Standard, Employee Handbook section 41.14 is referenced.

- **Recruitment**

The Orphan Homes of Scotland Standing Orders and the Staff Guide on Quarrier's Homes do not provide details of recruitment. However from anecdotal information, recruitment of house parents and other staff was primarily on the basis of recommendation, combined with references.

The only qualification required by houseparents was stated by the Director in 1957 to be "a sincere love for and interest in children with a true understanding of the Christian vocation into which they enter".

For the period 1993 until present day, all posts are advertised internally and/or externally. Each role has a job description, person specification and background information on the service or department. Applicants submit a formal application form which is shortlisted by at least two line managers.

The selection process includes at least two activities; a panel interview (three members) and a presentation, written exercise, group work or for more senior posts psychometric tests such as management scenarios, verbal/numerical reasoning and/or comprehension.

Written notes are taken of all interviews and assessments and are signed by panel members. Appointment decisions are taken at the end of the process and should select the candidate that best matches the person specification for the role.

Successful candidates are advised verbally, with written offer following advising the applicant they are the preferred candidate subject to satisfactory receipt of mandatory recruitment checks.

Where possible, Quarriers strives to include the people we support in the recruitment of their own staff and senior managers.

Quarriers Professional Code of Conduct states in 3.9 on page 18:

> Staff involved in recruitment or writing references for applicants for Quarriers' employment vacancies must declare any personal relationship with an applicant as well as a work relationship if one exists. Declaration of this information should be made as soon as possible after the staff member becomes aware of the issue,
> Family members will not work in the same workplace.
> Quarriers' Recruitment Standard, Employee Handbook section 41.14 is referenced.

- **Induction**

The Orphan Homes of Scotland Standing Orders and the Staff Guide on Quarrier's Homes do not provide details of induction.

From 1993 Quarriers Employment Policies states:

> INDUCTION/SUPERVISION/TRAINING
> When a member of staff is acting up or working in o temporary promoted post, they will have an appropriate induction program to allow them to become familiar with their new role. The member of staff will have regular supervision with t heir new line manager. Training and development needs will be identified and solutions to address these needs will be implemented to allow staff to conduct their role effectively.

Quarriers Staff Induction Standard was introduced in 2000. Please see Appendix C14. From 2000-2014, the policy and procedure set out the following with regards to induction requires all new staff attend a one-day Induction to Quarriers which covers areas such as:

- History of Quarriers
- tour of the village until approximately 2004
- Fire safety
- Health and safety
- Introduction from Executive Team

Staff are provided with an Employee Handbook which details the day-to-day policies and procedures. From approximately 2000, individual departmental or service inductions have taken place.

- **Transfers to and from other establishments within or outwith the organisation**

The Orphan Homes of Scotland Standing Orders and the Staff Guide on Quarrier's Homes do not provide details of transfers.

In cases of service closure or restructure, transfers are guided by the organisation's Redeployment Policy. Where Quarriers' services require a temporary member of staff, this is considered under the Secondment, Job shadow and Timeshare Policies detailed in Quarriers' Employment Policies.

Any employee wishing to move could apply for a post advertised either internally or externally, and in all situations where staff move services, the recruiting manager requests a reference from the previous Quarriers' line manager.

In situations where service changes require Quarriers to transfer staff to other organisations under TUPE regulations, Quarriers fully complies with its obligation to consult with affected individuals. In situations in which employees are transfer to Quarriers from other organisations under TUPE regulations, safer recruitment checks are carried out.

- **Appraisal/supervision**

The Orphan Homes of Scotland Standing Orders and the Staff Guide on Quarrier's Homes do not provide details of appraisal/supervision. As detailed in Part A of this response, house parents exercised a great deal of autonomy in the running of the cottages.

For the period 1993 until present day, all Quarriers staff receive regular supervision from their Line Manager every six to eight weeks. In addition, staff in a probationary period should receive more regular supervision. This is detailed in Quarriers' Performance Appraisal and Development Standard (Appendix C12).

Supervision allows the employee and line manager a confidential time during which either can raise concerns, discuss practice or developmental needs, recognise individual and/or team successes, and discuss and how the individual is feeling and whether any non-work issues are impacting on the workplace.

Quarriers operates an annual appraisal process (Staff Development and Review). Each service and department has an operational plan which sets out the organisational and strategic priorities. These inform individual goals, targets and development plans.

Quarriers Professional code of Conduct (2006) states:

> Staff are expected to make use of supervision sessions and the Development and Competency Review Process.

- **Training**

A Staff Guide on Quarrier's Homes (after 1965) (Appendix C6) states:

> Training courses for staff commence in October. These meetings are compulsory to all new staff and will be held at times arranged by the Superintendent.
>
> New staff having gained a certificate in childcare need not attend these meetings unless they so desire. Staff already training such as Nursery Nurses on courses need not attend.
>
> Announcement of these will be recorded in the monthly newsletter. It is hoped that all new staff will find these meetings beneficial and stimulating regarding their work with the children in our care.

As detailed in Part A of this response, the first record Quarriers has is of training taking place is in 1942, which is recorded in the Narrative of Facts. Quarriers' Narrative of Facts tells us that training for house mothers took place from at least 1967. Quarriers' staff were one of the first to be trained when official social work qualifications began during the 1960s.

Official approval to deliver in-house qualifications through the Scottish Qualifications Authority (SQA) was granted in 1997. Records from this time indicate that qualification attainment within our staff base commenced in 1997.

Quarriers became a fully-approved SQA centre in September 1999. This was attained through demonstrating the development of an acceptable and audited qualification curriculum and management systems to support staff.

A framework of mandatory (or statutory) training including Child Protection was introduced in 2000 with the recruitment of a new HR Director to help staff gain and maintain competency in practice. Other records show that staff were trained in Child Protection from at least 2002.

From 2003, training requirements became an integral part of Quarriers' policy focus to ensure that staff were provided with sufficient opportunity to learn and train in the skills required to perform their roles competently.

Quarriers Staff Development and Learning Standard (Appendix C13) was in place from 2004 until 2014. This advocated a pathway for staff to meet their learning and development needs. The standard outlined key recommendations for staff to undertake identified statutory learning sessions and specific sessions which supported their individual and service needs.

The standard further recommended that all staff keep an accurate account of their learning and development activity, which was reviewed as part of the performance management procedures.

Quarriers Professional code of Conduct (2006) stated:

> Staff are required to undertake mandatory training within the first six months of their employment with Quarriers and after that to continue to make use of learning and development opportunities available externally and within the organisations.
>
> Staff are required to undertake the relevant qualifications specified by the Scottish Social Services Council. They must also register with the Council when they are required to do so.

- **Personal/Professional development**

The Orphan Homes of Scotland Standing Orders and the Staff Guide on Quarrier's Homes do not provide details of personal/professional development. However personal and professional development appeared to be considered under training.

Please see Appendix C13 for Quarriers Staff Development and Learning Standard.

From 1993, when Quarriers' HR Department was established, and from 2003, when the training function was further developed, staff have been encouraged to develop locally within the workplace through initiatives such as taking on first line management tasks, developing skills in areas where people supported may benefit or in respect of specific care needs (autism, epilepsy or in specialist medical procedures required).

Personal Development Plans are reviewed for all staff during annual appraisals.

Quarriers Professional Code of Conduct (2006) stated:

Staff are required to take an active part in developing their own skills, knowledge, values and competence in order to make the most effective contribution to their team, Project and Department and Quarriers. Where applicable this will also be in line with the Scottish Social Service Council registration requirements for continuous professional development.

Staff are expected to make use of supervision sessions and the Development and Competency Review Process.

Staff are required to undertake mandatory training within the first six months of their employment with Quarriers and after that to continue to make use of learning and development opportunities available externally and within the organisations.

Staff are required to undertake the relevant qualifications specified by the Scottish Social Services Council. They must also register with the Council when they are required to do so.

- **Disciplinary actions**

For the period 1930 – 1993 we have been unable to locate records referring specifically to disciplinary actions.

In 2004, Quarriers' Disciplinary Policy set out the organisation's approach to dealing with disciplinary situations. Quarriers provides training to line managers on the role of the investigating officer and on disciplinary and grievance procedures. A range of sanctions up to and including summary dismissal are available to senior manages charged with chairing a disciplinary hearing.

- **Dismissal**

The Orphan Homes of Scotland Standing Orders and the Staff Guide on Quarrier's Homes do not provide details of dismissal policies.

For the period 1993 until present day, an employee may be dismissed if:

- the misconduct or lack of capability is sufficiently serious
- the employee does not meet the requirements of a final written warning
- there is a repetition of misconduct or capability whether related or unrelated

In cases of gross misconduct, dismissal is normally without notice or pay in lieu of notice.

At Quarriers, only senior managers have authority to dismiss an employee. A representative of Quarriers' HR Department attends all disciplinary hearings, and it is their role to advise the chair. Quarriers is likely to dismiss employees only for serious acts of gross misconduct.

Since approximately 2005, Quarriers has reported dismissals and any situation where staff have resigned when they may have been dismissed to the SSSC and/or Disclosure Scotland.

v. Who compiled the policies and/or procedures?

From 1930 to the 1990s, it is not clear there were formally compiled policies/procedures in relation to staffing.

From 1993, Quarriers HR Department compiled the Employment Policies.

From 1995, all policies were compiled by the Director of Quality, now known as the Quality Assurance and Compliance Manager. They were assisted by staff from relevant sectors and departments with different types of relevant experience, e.g. Heads of Service, Project Managers and frontline staff. Policies and procedures were then approved by the Executive Team and on some occasions by the Board of Trustees.

Quarriers HR Department compiled Quarriers' Professional Code of Conduct.

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

Employment Policies were in place from 1993.

Policies relevant to Human Resources were developed from 1993.

Policies particular to Quarriers were implemented from 1995.

Quarriers Professional Code of Conduct was put in place from 1995.

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

Yes. See above re current policies and procedures.

viii. Were such policies and/or practices reviewed?

Yes.

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

Policies and procedures were reviewed:

- to reflect the significant changes in services offered by Quarriers (from the 1990s when the children's homes closed and new supported living services for adults started)
- to adhere to relevant legislation requirements
- to adhere to regulators' requirements (Care standards)
- to accommodate the requirement to register staff
- to develop good practice guidelines
- to reflect changes in Social Care
- to adopt a process of continuous improvement
- in response to a critical incident
- in response to complaints
- in response to training requirements
- as part of a rolling programme

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

From 1993 (when Quarriers' HR Department was established), and additionally from 1995 (with the appointment of a Director of Quality), Quarriers changed its procedures from Policies to Standards. This represented a time when Standards were informed by day-to-day practice rather than a top-down approach. This ensured that the voice of people supported within the services were well represented. This is a worthwhile process and as such the review cycle reverted to Policies to ensure a more efficient process. There remains the opportunity for people we support and staff to

contribute to this process and therefore we now operate a hybrid process taking the best from both approaches.

All policies and procedures have continued to evolve over the years and have become increasingly formalised, measurable and embedded into everyday working practice at Quarriers in accordance with current legislation.

xi. Why were changes made?

Changes were made to reflect changes in legislation such as the statutory right to additional maternity leave, paternity leave, shared maternity leave, flexible working or to update policies such as data protection or child protection to ensure they were current, safe and fit for purpose.

Changes were made:

- to reflect the significant changes in services offered by Quarriers (from the 1990s when the children's homes closed and new supported living services for adults started)
- to adhere to relevant legislation requirements
- to adhere to regulators' requirements (Care standards)
- to accommodate the requirement to register staff
- to develop good practice guidelines
- to reflect changes in Social Care
- to adopt a process of continuous improvement
- in response to a critical incident
- in response to complaints
- in response to training requirements
- as part of a rolling programme

xii. Were changes documented?

Yes. Changes from 1993 onwards were documented.

xiii. Was there an audit trail?

Yes. There is an audit trail 1993 onwards.

Present

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

Yes.

xv. If so, please give details.

With effect from December 2016, Quarriers increased the probationary period required of all new employees from six to 12 months.

<u>Training: 2014 - present day</u>

From July 2014, the policy and procedure set out the following with regards to induction:

- History of Quarriers transferred to an e-learning course as part of a mandatory framework for all staff.
- Introduction of a two-day Core Values course.
- Introduction of an induction portfolio which covered areas such as:
    - Policies and procedures
    - Reflective learning
    - Supervision
    - Matrix for mandatory and optional training
    - Guidance on continuous learning framework (preferred by SSSC for social care)
    - References to further learning and development

Before being tasked with offering direct support, new employees received an induction to their local service which included:

- meeting their manager, colleagues and people who the employee will support along with family members
- at least two shadow shifts
- an opportunity to read and understand care and behaviour support plans.

Quarriers issued an updated Employee Handbook in 2017.

(b) Practice

Past

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

We cannot locate reference to staffing policies before 1993 and therefore cannot comment on adherence before this time. Since 1993, Quarriers has adhered to its policies on staffing

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

The organisation/establishment adhered to its policy and procedures in relation to staffing from 1993 onwards. However, we have no information for the period 1930 to 1993.

iii. How was adherence demonstrated?

Adherence was demonstrated through:

- Individual staff files (subject to data retention)

- Monitoring of levels of completed induction training
- Quarriers in-house monitoring tool (PACE)
- Existence of Personal Development Plans
- Positive relationships with Trade Unions
- Role of the Human Resources Department to support difficult management decisions

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

Adherence can be demonstrated to the Inquiry for the period 1993 to date through the provision of:

- staff files (subject to data retention)
- access to current Line Managers, other staff involved and HR staff
- Quarriers in-house monitoring tool (PACE)
- Existence of Personal Development Plans

v. Were relevant records kept demonstrating adherence?

Yes. As far as Quarriers is aware, relevant records were kept demonstrating adherence. These are available subject to retention guidelines.

However, we have no information for the period 1930 to 1993.

vi. Have such records been retained?

Yes. As far as Quarriers is aware, relevant records have been retained for the period 1993 to present day. These are available subject to retention guidelines.

Quarriers has been unable to locate records for the period 1930-1993.

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

Quarriers welcomes the opportunity afforded by this Inquiry to explore these issues.

Present

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

No.

ix. If so, please give details.

Not applicable.

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?

This is an excerpt from The Orphan Homes of Scotland Standing Orders (Appendix C4), Paragraph 25. This details policies and/or procedures in relation to visitors to the establishment.

> VISITORS TO CHILDREN are permitted to see them only on presentation of an official permit at the Central Hall, between 2 and 5 p.m. on the first Saturday of each month; on the second or third week-day of January, and on Glasgow Fair Saturday or Monday, but not on Sundays, New Year's Day or Thanksgiving Day. Weather permitting, visitors may take children to walk in the Grounds, but should not go beyond the gates on the public road.
>
> Children's visitors are forbidden to call at the various Homes or to have any communication personally or in writing with anyone but the Superintendent or the person in charge of visiting at the Central Hall. On regular visiting days it will save embarrassment if House Fathers and House Mothers appoint a Senior Boy or Girl to attend to the door and courteously refer any visitors who may call to the Superintendent, or person in charge of visit at Central Hall.
>
> On regular visiting days it would be helpful if all children who are definitely expecting visitors be kept within easy call of the Home, if not actually in it. It is also necessary that someone should be at hand to answer telephone calls for children immediately and that the children should be sent to the Central Hall with the least possible delay.

This custom relaxed over time and visits were recorded in a visitors' log which recorded who visited and how the child was afterwards. It is also important to note that children did not always want to see their parents or family. These occasions were recorded in the children's individual files.

From the 1990s, each Quarriers service kept a Visitors' Book which recorded all visitors to the service.

Individual establishments maintained procedures regarding visitors. A visitors' book was kept for fire purposes, and visits are recorded in children's care plans as well as the Project Diary.

Quarriers' Working in Partnership with Family Members and Carers Policy 2003 details procedures.

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

The aim/intention of The Orphan homes of Scotland Standing Orders (Appendices C4 & C5) and A Staff Guide on Quarrier's Homes (Appendix C6) was to provide staff with protocol for dealing with visitors.

The aim of the Working in Partnership with Family Members and Carers Policy (2003) was to give guidance on good practice when working with family members and/or carers of a person being

supported by Quarriers. This policy is current and under review, due to be completed in September 2017.

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

Paragraph 25 of the Orphan Homes of Scotland Standing Orders (1944 and 1950s) sets out the policy in relation to visitors to children.

From 1995 until present day, they have been stored within Policy and Procedure manual within each establishment and entitled Standards For Excellence Manual C CARE. Since 2008, these have been uploaded to Quarriers' secure intranet.

Individual visiting arrangements were recorded within each child's care plan and recorded in the residents' handbook.

iv. Who compiled the policies and/or procedures?

From 1930 to the 1990s, the compilation of policies and procedures was directed by the Council of Management and implemented by the Superintendent or equivalent highest serving officer.

From 1995, all policies were compiled by the Director of Quality, now known as the Quality Assurance and Compliance Manager. They were assisted by staff from relevant sectors and departments with different types of relevant experience, e.g. Heads of Service, Project Managers and frontline staff. Policies and procedures were then approved by the Executive Team and on some occasions by the Board of Trustees.

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

The Orphan Homes of Scotland Standing Orders dated 1944 contain the first reference to visiting that has been identified.

Modern policies relating to visitors were implemented in 1995 and 2003.

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

The Orphan Homes of Scotland Standing Orders are no longer in place.

Quarriers' Working in Partnership with Family Members and Carers Policy 2003 remains in place.

vii. Were such policies and/or practices reviewed?

Yes. As the Staff Guide makes reference to the 1948 legislation and amendments to it in 1958 and 1963, we conclude that this document was periodically updated, with a version also available from the 1950s.

Quarriers' Working in Partnership with Family Members and Carers Policy 2003 is scheduled to be updated in 2017.

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

Policies and procedures were reviewed:

- to reflect the significant changes in services offered by Quarriers (from the 1990s when the children's homes closed and new supported living services for adults started)

- to adhere to relevant legislation requirements
- to adhere to regulators' requirements (Care standards)
- to develop good practice guidelines
- to adopt a process of continuous improvement
- in response to a critical incident
- as part of a rolling programme

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

From 1993 (when Quarriers' HR Department was established), and additionally from 1995 (with the appointment of a Director of Quality), Quarriers changed its procedures from Policies to Standards. This represented a time when Standards were informed by day-to-day practice rather than a top-down approach. This ensured that the voices of people supported within the services were well represented. This is a worthwhile process and as such the review cycle reverted to Policies to ensure a more efficient process. There remains the opportunity for people we support and staff to contribute to this process and therefore we now operate a hybrid process taking the best from both approaches.

In 2008, the Scottish Government launched Getting It Right For Every Child (GIRFEC), the national approach in Scotland to improving outcomes and supporting the wellbeing of our children and young people by offering the right help at the right time from the right people. It supports them and their parent(s) to work in partnership with the services that can help them and focuses on the child. Quarriers incorporates the principles of GIRFEC as an integral part of the support offered to children and in particular when reviewing policies and procedures.

Further substantive changes were made to policies and procedures in response to statutory requirements. Please see Section 21, Part C, 4.1 (i) for details of these Acts.

All policies and procedures have continued to evolve over the years and have become increasingly formalised, measurable and embedded into everyday working practice at Quarriers in accordance with current legislation.

x. Why were changes made?

Changes were made:

- to adhere to relevant legislation requirements
- to adhere to regulators' requirements (Care standards)
- to accommodate the requirement to register staff
- to develop good practice guidelines
- to reflect changes in Social Care
- to adopt a process of continuous improvement
- in response to a critical incident
- in response to complaints
- in response to training requirements
- as part of a rolling programme

xi. Were changes documented?

Yes.

xii. Was there an audit trail?

Yes. There is an audit trail from 2003.

Present

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

Yes.

xiv. If so, please give details.

All Quarriers staff not directly employed at specific establishments are considered as visitors. All staff are required to possess, carry and be able to show Quarriers' official ID. This process is detailed in Quarriers' Employee Handbook (2016)

Access to services can be restricted and this is managed by project staff. In some cases, visits need to be pre-arranged and visits from family members are always made in advance

Contractors are required to provide ID as well as sign in and out of buildings where people are supported. Staff are encouraged to confidently challenge unknown visitors.

(b) Practice

Past

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

Yes. Quarriers adhered in practice to its policy/procedures in relation to visitors to the establishment.

ii. How was adherence demonstrated?

Adherence was demonstrated through the existence of:

- Signing in books by establishment
- Records of Visits in children's files of parents, siblings and Social Workers
- Correspondence in children's files of Local Authorities advising of a visit
- Notification within care plans of family visits
- Notification within care plans of social work or other professional visits
- Numbers of staff with ID badges as requested to Quarriers' HR Department
- We have located a blank version of the visitor's log book

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

Adherence can be demonstrated to the Inquiry through the provision of examples as above, subject to data retention schedules.

iv. Were relevant records kept demonstrating adherence?

Yes. Relevant records were kept demonstrating adherence.

v. Have such records been retained?

Not all records have been retained.

Not retained

- Completed Visitor's Log books
- Signing in books by establishment

Retained

- Records of Visits in children's files of parents, siblings and Social Workers
- Correspondence in children's files of Local Authorities advising of a visit
- Notification within care plans of family visits
- Notification within care plans of social work or other professional visits
- Numbers of staff with ID badges as requested to Quarriers' HR Department

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

Policies and procedures were adhered to.

Present

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

No.

viii. If so, please give details.

Not applicable.

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?

From at least 1942, volunteering took place in Quarriers when befrienders visited children once a month. If children did not have any family to visit on Friends Day, Foster Friends offered befriending. Foster Friends wrote to Quarriers asking to be a befriender. Befrienders took children out of the village for the day and acknowledged birthdays, and some corresponded with the children by letter.

Initially the focus was on paid staff, with volunteers involved primarily in befriending roles. However, we can find references to volunteer positions within Quarriers Narrative of Facts 1942. Appendix C16.

It has not been possible to locate records for the period 1942 – 2008 to confirm exact policy and procedures. However, according to an internal audit undertaken in 2008, records show that volunteering was managed at a local establishment level.

For an organisation of its size, Quarriers had not historically involved a large number of volunteers. This was considered in approximately 2006 by Quarriers' then Chief Executive and at a staff conference that year which concluded that an increase in the recruitment of volunteers could add significant value to the lives of people supported by Quarriers. As a result, Quarriers' Volunteer Centre was established and volunteering was standardised across the organisation from 2007.

An audit undertaken in early 2008 showed that local procedures existed and were followed in services that used volunteers. This led to the development of application forms, checking of references and disclosure.

Since 2008 Quarriers Volunteer Policy has included details of mandatory Police checks, online training, and induction and supervision requirements.

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

Yes.

From at least 1942, the aim was to enhance the wellbeing of children in residential care by providing friends for those children who did not have any visitors.

Since the creation of Quarriers Volunteer Centre in 2007, Quarriers Volunteer Centre has set out to add substantial value to the work undertaken by the organisation and the people it supports by recruiting volunteers in local communities and matching them to Quarriers' services, ensuring both volunteers and services were supported.

The primary aim is to enhance the wellbeing of the people we support by providing alternatives to paid support. Many people with a disability may have a small circle of friends, and those they see on a daily basis are paid to be there.

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

Policy and procedure with regards to befrienders/visitors was recorded in Standing Orders, Staff Guide to Quarriers and latterly Quarriers Employee Handbook.

From at least 1944, Quarriers' policies and procedures were detailed in The Orphan Homes of Scotland Standing Orders (Appendix C4). However, Quarriers has been unable to locate all versions of these.

From 1995 until present day, they are stored within Policy and Procedure manual within each establishment and entitled Standards for Excellence Manual C CARE. Since 2008, these have been uploaded to Quarriers' secure intranet

From 1999, an index of standards, issues and revisions was established within a database. This was superseded by the Policy Control Management System held within the then Quality Department, and from May 2015, this was known as the Quality, Assurance and Compliance Department.

iv. Who compiled the policies and/or procedures?

From 1930 to the 1990s, the compilation of policies and procedures was directed by the Council of Management and implemented by the Superintendent or equivalent highest serving officer.

From 1995, all policies were compiled by the Director of Quality, now known as the Quality Assurance and Compliance Manager. They were assisted by staff from relevant sectors and departments with different types of relevant experience, e.g. Heads of Service, Project Managers and frontline staff. Policies and procedures were then approved by the Executive Team and on some occasions by the Board of Trustees.

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

The Volunteer Standard was approved by the Executive in March 2008. At this point in time, Quarriers' policies were referred to as standards.

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

Yes.

vii. Were such policies and/or practices reviewed?

Yes. Quarriers Volunteer Standard was reviewed and approved by the Executive in December 2010.

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

All Quarriers policies are continuously reviewed to ensure consistency with best practice, legislation and national policy as well as through a three-year rolling schedule.

In 2011, Quarriers was awarded the Investing in Volunteers UK Quality Award. Policies and procedures regarding volunteer management are in line with this good practice.

The Volunteer Standard was changed into a policy and approved in July 2014. It will be reviewed in July 2017.

With regards to external review, Quarriers was successful in having the Investing in Volunteers UK Quality Award renewed in 2014 in order to maintain that status.

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

In July 2014 the Volunteer Standard was changed to a Policy.

x. Why were changes made?

Quarriers changed all organisational standards to policies.

xi. Were changes documented?

Yes.

xii. Was there an audit trail?

Yes. There is an audit trail from 2008.

Present

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

Yes.

xiv. If so, please give details.

At a strategic level and with the advent of Self Directed Support, the use of police checked volunteers matched to the interests of people receiving a service from Quarriers allows budgets to be used for activities and support that cannot be provided by a volunteer. Further, the person supported benefits from sharing time with someone who shares their interests e.g. swimming, baking, supporting the same football club and attending games together. This in turn leads to natural and genuine friendships being formed, which further enhances their lives.

Volunteers also work in departments such as Marketing, Fundraising and Administration, helping to support office functions of a busy social care charity.

(b) Practice

Past

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

Yes. The organisation/establishment adhered in practice to its policy/procedures in relation to volunteers at the establishment from at least 2007. Quarriers is unable to locate records for the period 1930-2007.

ii. How was adherence demonstrated?

We have been unable to locate records for the period 1930-2007.

From 2007 onwards, Quarriers Volunteer Centre had a central role in encouraging and supporting the involvement of volunteers throughout the organisation. Services work directly with the

Volunteer Centre in the recruitment and management of volunteers and the Volunteer Centre advises on all policy and practice in relation to volunteer management

In 2011, Quarriers was awarded the Investing in Volunteers (IiV) UK Quality Award. This demonstrates that Quarriers policies and procedures regarding volunteer management are in line with this good practice. We successfully renewed this award in 2014.

To achieve or renew the Investing in Volunteers award, Quarriers was required to demonstrate that consistent and standardised practices were in place throughout the organisation. Particular emphasis is placed on the implementation and understanding of our Volunteer Policy and associated processes and practice.

The IiV assessor selects a number of volunteers, staff, Board of Trustees and other stakeholders at random with whom they can verify that practices are being adhered to. The assessor's objectives at the assessment visit and interviews are to gather sufficient information to judge whether the practices throughout Quarriers are consistent and continue to meet the IiV quality standard.

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

All staff are given are given access to the Volunteer Policy and are required to sign this to confirm they have received and read the policy. All staff involving volunteers in their service or department must complete and pass online training.

Information with regards to volunteers from 2007 is managed by Quarriers' Volunteer Centre. These include Volunteer Working Agreements and quarterly updates from services regarding volunteer involvement. The successful renewal of IiV Award and the associated Assessors report can also demonstrate adherence.

iv. Were relevant records kept demonstrating adherence?

Yes. Records were kept demonstrating adherence from 2007.

v. Have such records been retained?

No records have been retained for the period 1930 to 2007.

Records demonstrating adherence from 2007 are retained and managed by Quarriers Volunteer Centre.

Quarriers Volunteer Centre also manages quarterly returns from all Quarriers establishments (services) with volunteers. These detail:

- Name of service
- Name of volunteer
- Volunteer role
- Has a risk assessment been completed for the role and a copy given to the volunteer?
- Date start memo sent to service – Quarriers Volunteer Centre sends a memo to the service for each volunteer once the appropriate paperwork is checked.

Quarriers is subject to an assessment process to renew the Investors in Volunteering quality award every three years.

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

Policy/procedure was adhered to from 2007.

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.

Quarriers is currently in the process of renewing our Investing in Volunteers UK Quality Award.

4.9 Complaints and Reporting

(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?

From at least 1944, Quarriers' policies and procedures were detailed in The Orphan Homes of Scotland Standing Orders (1944 and 1950s) and Staff Guide to Quarriers (Appendices C4 and 5).

Standing Orders state:

> 40 COMPLAINTS of any sort should be made to the Superintendent. Should any cause for complaint or other matter requiring adjustment arise with reference to a child in another home, it should be reported to the Superintendent or Matron, and not to the house father or house mother of the home in which the child lives. Should any child have a grievance or complaint, whether real or imagined, which he desires to bring to the notice of the Superintendent or Matron, permission should readily be granted at the first convenient time for an interview. When a child returns home after absconding, no punishment should be administered until the Superintendent has been consulted and has given instruction how to deal with each case on its merits.

From at least 1944, complaints were directed to the Superintendent either in person or in writing. Depending on the Superintendent's view of the severity, this was brought to the attention of the Council of Management.

See - One example of a letter dated 1937 from the Chairman to Fathers in Charge of the Boys' Cottages. (Appendix C9).

Since the establishment of Quarriers' HR Department in 1993, any breaches of policies and procedures have been dealt with through the Disciplinary Policy and Concerns, Complaints and Compliments Policy. Quarriers' Complaints Policy and Procedure was implemented across Quarriers' organisation from 1999.

As outlined in answer 4.4 (a) (i) in March 2003 Quarriers' Concerns, Complaints and Compliments Policy was revised.

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

The procedural aim was that complaints should be dealt with by the superintendent and that staff were aware of that.

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

From at least 1944, Quarriers' policies and procedures were detailed in The Orphan Homes of Scotland Standing Orders (Appendix C4). However, Quarriers has been unable to locate all versions of these.

From 1995 until present day, they are stored within Policy and Procedure manual within each establishment and entitled Standards For Excellence Manual C CARE. Since 2008, these have been uploaded to Quarriers' secure intranet.

From 1999, an index of standards, issues and revisions was established within a database. This was superseded by the Policy Control Management System held within the then Quality Department, and from May 2015 this was known as the Quality, Assurance and Compliance Department.

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**

Reference is made to Standing Orders, paragraph 40, referred to above in relation to policy before 1995.

Since 1995, the above matters have been addressed in the following policies:

(1) Service User Protection from Abuse November (2000): now part of Child Protection Policy May 2017. May 2017 is the current live policy and is due for review in May 2020.

(2) Public Interest, Disclosure and Whistleblowing (May 2001): Reviewed in January 2015. Date of next review December 2017.

(3) Concerns Complaints and Compliments (March 2003): Amended in August 2008, April 2013 and May 2017. May 2017 is the current live policy and is due for review in May 2020.

(4) Grievance February (2004): Amended in April 2009 and April 2015. April 2015 version is current live policy and is due for review in April 2018.

(5) Disciplinary February (2004)

(6) Bullying and Harassment (May 2004): Amended in February 2006 and October 2015. Reviewed and renamed Harassment and Bullying in the Workplace. Date of next review is October 2018.

(7) Child Protection (Scotland) (December 2005): Reviewed in November 2013 and May 2017. May 2017 is the current live policy and is due for review in May 2020.

(8) Protecting Children and Young People from Abuse (December 2005): now part of Child Protection Policy May 2017. May 2017 is the current live policy and is due for review in May 2020.

v. Who compiled the policies and/or procedures?

From 1930 to1995, the compilation of policies and procedures was directed by the Council of Management and implemented by the Superintendent or equivalent highest serving officer.

From 1995, all policies were compiled by the Director of Quality, now known as the Quality Assurance and Compliance Manager. They were assisted by staff from relevant sectors and departments with different types of relevant experience, e.g. Heads of Service, Project Managers

and frontline staff. Policies and procedures were then approved by the Executive Team and on some occasions by the Board of Trustees.

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

The Orphan Homes of Scotland Standing Orders were put in place from at least 1944.

Policies particular to Quarriers were implemented from 1999.

Quarriers' Complaints Standard was introduced in 1999.

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

The Orphan Homes of Scotland Standing Orders are no longer in place.

Quarriers' Complaints Standard remains in place, albeit in the form of Quarriers' Concerns, Complaints and Compliments Policy May 2017.

All others Policies referred to in iv. Remain in place.

viii. Were such policies and/or practices reviewed?

Yes. Dates are provided in iv.

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

Policies and procedures were reviewed:

- to reflect the significant changes in services offered by Quarriers (from the 1990s when the children's homes closed and new supported living services started)
- to adhere to relevant legislation requirements
- to adhere to regulators' requirements (Care standards)
- to develop good practice guidelines
- to reflect changes in Social Care
- to adopt a process of continuous improvement
- in response to a critical incident
- in response to complaints
- as part of a rolling programme

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

See above at 4.9(a) iv.

xi. Why were changes made?

Changes were made:

- to reflect the significant changes in services offered by Quarriers (from the 1990s when the children's homes closed and new supported living services started)
- to adhere to relevant legislation requirements
- to adhere to regulators' requirements (Care standards)
- to develop good practice guidelines
- to reflect changes in Social Care

- to adopt a process of continuous improvement
- in response to a critical incident
- in response to complaints
- in response to training requirements
- as part of a rolling programme

xii. Were changes documented?

Yes.

xiii. Was there an audit trail?

Yes. There is an audit trail from 1999.

Present

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

No, save in respect that Quarriers' Concerns, Complaints and Compliments Policy May 2017 provides:

- There will be clear information on how we handle concerns and complaints for anyone who needs it. This information will be available in accessible formats.
- All complaints will be dealt with confidentially, objectively, sensitively and thoroughly, in line with established procedures and timescales.
- All staff will be able to respond to a concern or complaint thoroughly, fairly and promptly. Staff will make every effort to respond to concerns before they develop into complaints.
- Staff will receive guidance on their respective responsibilities regarding complaints handling and on good practice in relation to methods and timescales for dealing with complaints.
- Where possible all matters will be resolved at local level or within the organisation. When required by legislation or specific agreements, we will notify the relevant agencies and follow agreed procedures.
- The complainant will be kept informed of progress of the outcomes.
- All concerns and complaints, and the outcomes, will be recorded so that areas for improvement can be identified.
- Information will be collated on concerns and complaints for analysis and evaluation.
- Anonymous complaints will be accepted and considered.
- All compliments received by a service will be recorded.

xv. If so, please give details.

See above.

(b) Practice

Past

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

Insofar as records are available, the organisation/establishment adhered in practice to its policy/procedures in relation to complaints and reporting at the establishment in the majority of cases. However, Quarriers is aware of reports made which indicates that policy and procedures were not adhered to in all instances.

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

- **Complaints by children**

Quarriers did not always adhere in practice to its policy/procedures in relation to complaints by children.

- **Complaints by staff**

Yes. As far as records show/are available.

- **Complaints by third persons/family of children**

Yes. As far as records show/are available.

- **Whistleblowing**

Yes. As far as records show/are available. There were no policies in relation to whistleblowing before 2001.

- **Support, including external support, for those who made complaint or those who were the subject of complaint**

Insofar as records are available, the organisation/establishment adhered in practice to its policy/procedures in relation to support, including external support, for those who made a complaint or those who were the subject of a complaint in the majority of cases. However, Quarriers is aware of reports made which indicate that policy and procedures were not always adhered to.

- **Response to complaints (including response by organisation and/or establishment)**

Insofar as records are available, the organisation/establishment adhered in practice to its policy/procedures in relation to response to complaints (including response by organisation and/or establishment) in the majority of cases. However, Quarriers is aware of reports made which indicate that policy and procedures were not always adhered to.

- **External reporting of complaints**

Yes. As far as records show/are available.

iii. How was adherence demonstrated?

Adherence was demonstrated through:

- Information in individual children's files
- Information in staff files
- Reporting complaints to external bodies such as the Care Inspectorate, Local Authorities and the SSSC.

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

Adherence can be demonstrated to the Inquiry through the provision of the records referenced in iii.

v. Were relevant records kept demonstrating adherence?

Yes. Relevant records referenced in iii were kept.

vi. Have such records been retained?

Yes. Such records referenced in iii have been retained.

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

Quarriers welcomes the opportunity afforded by this Inquiry to investigate this issue.

Present

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

Yes.

ix. If so, please give details.

Policies and procedures in relation to complaints are fully adhered to and records are kept.

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?

From at least 1944, Quarriers' policies and procedures were detailed in The Orphan Homes of Scotland Standing Orders and Staff Guide to Quarriers (Appendices C4 and C5).

For the period 1930 until 1993 when Quarriers' Human Resources records start, we have no details of policy and limited detail of procedures in respect of internal investigations. The Superintendent dealt directly with complaints and the General Director was notified about serious complaints.

Documents contained with a child's files from the 1960s refer to internal investigations undertaken. The procedure in this case includes:

- Written complaint to Quarriers from a family member
- Reference to an internal investigation
- Written request to house parent requesting written report following investigation into the complaint
- Written and signed report from the house parent
- Written response of outcome to the family member from the Superintendent

The following policies dealt with internal investigations relating to the establishment:

(1) Concerns, Complaints and Compliments - March 2003: Amended in August 2008, April 2013 and May 2017. May 2017 is the current live police and is due for review in May 2020.

(2) Grievance February – 2004: Amended in April 2009 and April 2015. April 2015 version is current live policy and is due for review in April 2018.

(3) Disciplinary - February 2004: Amended in April 2009 and April 2015. April 2015 version is current live policy and is due for review in April 2018.

(4) Bullying and Harassment - May 2004: Amended in February 2006 and October 15. Reviewed and renamed Harassment and Bullying in the Workplace. Date of next review is October 2018.

These policies are detailed at 4.4(a)(i).

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

Please see aims as detailed in point 4.3(a)(ii) and each policy's intention is outlined in the policy's commitments detailed above at 4.4 (a) (i)

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

From at least 1944, Quarriers' policies and procedures were detailed in The Orphan Homes of Scotland Standing Orders and Staff Guide to Quarriers (Appendices C4 & C5).

From 1995 until present day, policies and procedures are stored within Policy and Procedure manual. Since 2008, these have been available on Quarriers' intranet.

From 1999, an index of standards, issues and revisions was established within a database. This was superseded by the Standard/Policy Control Management System held within the then Quality Department, and from May 2015 this was known as the Quality, Assurance and Compliance Department.

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

- **Approach to/process of internal investigations**

No records have been located showing the detail of the approach to/process of internal investigations for period 1930-1960s.

From 1993, when Quarriers' HR Department was established, an independent investigating officer from Quarriers staff is appointed to lead the investigation. They examine records and interview staff in order to fully investigate the allegations or concern. A report is compiled which makes recommendations on appropriate actions. Based on the information available following the investigation, a decision is made whether or not to progress with a formal hearing. The investigating officer is supported throughout by Quarriers' HR Department.

- **Identifying lessons/changes following internal investigations**

No records have been located for the period 1930-1995.

From 1995, when Quarriers employed a Director of Quality, Quarriers operated a process of continuous improvement where any lessons/changes identified during an internal investigation are considered and implemented where appropriate.

- **Implementation of lessons/changes following internal investigations**

No records have been located for the period 1930-1995.

From 1995, when Quarriers employed a Director of Quality, Quarriers operated a process of continuous improvement where any lessons/changes identified during an internal investigation are considered and implemented where appropriate. Lessons/changes following internal investigations inform organisational practice and are included in the following iteration of the policy.

- **Compliance**

Compliance is required from all staff with regard to all Quarriers' policies including those relevant to internal investigations, namely:

(1) Concerns, Complaints and Compliments - March 2003
(2) Grievance February – 2004
(3) Disciplinary - February 2004
(4) Bullying and Harassment - May 2004

- **Response (to child and abuser)**

Quarriers is unaware of the precise detail of responses (to child and abuser).

From 1993, when Quarriers' HR Department was established, the following policy and/or procedure took place.

Complainant (child)
If a complaint is received, Quarriers confirmed in writing to inform the complainant that an investigation was taking place. Quarriers provided updates throughout the process. Quarriers informed the complainant **of the outcome** in writing when the investigation was concluded.

Abuser
If a complaint was received, Quarriers informed the person in writing to inform them that they were being investigated. Quarriers provided updates throughout the process. Quarriers wrote to them to inform when the investigation has been concluded, confirming the outcome.

If the alleged abuser was a member of staff, any correspondence in relation to this was kept in the staff file.

- **Response to complaints (including response by organisation and/or establishment)**

For the period 1930 until 1993, we have no details of policy and/or procedures in respect of response to complaints. It is our understanding that the General Director and Superintendent was notified about serious complaints.

From 1993, when Quarriers' HR Department was established, Quarriers followed its Complaints, Concerns and Compliments Policy. This states that if the complaint comes from an organisation and/or establishment, then Quarriers writes to acknowledge the complaint. The complaint is then investigated with the outcome logged on a secure database.

- **External reporting following internal investigations**

For the period 1930 until 1993, we have no details of policy and/or procedures in respect of external reporting following internal investigations. It is our understanding that the General Director and Superintendent was notified about serious complaints.

From 1993, when Quarriers' HR Department was established, and from 1995 when Quarriers employed a Director of Quality, the following policies are relevant:

Quarriers Child Protection Policy (2005) states that:

- Staff will co-operate fully with investigations by Social Work and/or the Police.
- Where Quarriers' staff are concerned that the investigation process is compromising the child's or young person's best interests, these concerns will be passed to the Project Manager who will discuss with their Operational Manager how best to proceed.
- If a staff member is alleged to have been involved in abuse, disciplinary procedures will be instigated, but the disciplinary process will not compromise any criminal investigation. The Head of Service will liaise with the Police and HR on this matter.
- Quarriers has a duty to inform the Scottish Social Services Council of any misconduct by a registered Worker that might call their registration into question. It is the responsibility of the Operational Manager to ensure that notifications are made.
- Where a child protection incident or concern has arisen within a Quarriers setting, consideration will be given to the need for an internal management review as soon as possible.

- Its objectives are to establish whether staff and management responses were in the best interests of the child or young person, and to reflect on any lessons learned that could inform future practice. It may be relevant to involve external agencies in this review.
- It is the responsibility of the Local Authority to keep the family fully informed about its investigations. If the Project Manager thinks this information is inadequate, this will be taken up verbally and in writing with the relevant manager in the Local Authority. If there is no improvement, the matter will be referred to the Operational Manager.

Quarriers Child Protection Plans state that:

- If the disclosure or allegation results in an investigation, this will result in the Local Authority calling a Child Protection discussion or case conference.
- If the Local Authority invites Quarriers to be involved in this meeting, the Project Manager or other appropriate designated member(s) of staff will attend.
- The Project Manager will liaise with the Local Authority in relation to the attendance of foster carers, volunteers and students. This also applies for vulnerable young person/adult meetings.
- It is the responsibility of the Project Manager to ensure that the role outlined for Quarriers in the conference minutes and Child Protection Plan is carried out on a day-to-day basis.
- If new risks or concerns are raised which may have an impact on the Child Protection Plan, there will be consultation with the Operational Manager and immediate referral to the Local Authority.
- Where a child's name is placed on the Child Protection Register, project records will record this along with the name and address of the Child Protection keyworker, and a copy of the Child Protection Plan will be held in the child's file.

Quarriers Disciplinary Policy states that following an internal investigation:-

- The relevant Operational Manager will ensure that the relevant local authority, commissioner, OFSTED, Care Inspectorate (SCSWIS) or Care Quality Commission (CQC) are notified and HRD will inform the Scottish Social Services Council (SSSC), Disclosure Scotland, Health and Care Professions Council (HCPC), Disclosure and Barring Service (DBS) or other relevant regulatory bodies where appropriate.

Quarriers' Concerns, Complaints and Compliments Policy states that:

- Quarriers has a responsibility to report serious misconduct to other regulatory bodies under protection of children and vulnerable adults legislation where required. In Scotland, the line manager and the Local Authority and/or the Police may need to be contacted if relevant.
- Notification: In Scotland, all complaints to registered services will be notified to the Care Inspectorate using the online form.
- If the complaint is in relation to an injury or illness arising out of a connection with work activities, the Project Manager or Department Head will alert the Health and Safety Department who will advise further. The Health and Safety Department will then liaise with Quarriers' insurers.
- Any misconduct by a worker registered by the Scottish Social Services Council, Health and Care Professions Council (England), Healthcare Improvement Scotland or relevant professional registration body which might call into question their registration, will be reported to that body.

v. Who compiled the policies and/or procedures?

From 1930 to the 1995, the compilation of policies and procedures was directed by the Council of Management and implemented by the Superintendent or equivalent highest serving officer.

From 1995, all policies were compiled by the Director of Quality, now known as the Quality Assurance and Compliance Manager. They were assisted by staff from relevant sectors and departments with different types of relevant experience, e.g. Heads of Service, Project Managers and frontline staff. Policies and procedures were then approved by the Executive Team and on some occasions by the Board of Trustees.

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

From at least 1944.

Further policies were implemented from 2003.

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

The Orphan Homes of Scotland Standing Orders do not remain in place.

Quarriers Concerns, Complaints and Compliments, Grievance, Disciplinary and Bullying and Harassment policies remain in place.

viii. Were such policies and/or practices reviewed?

Yes.

(5) Concerns, Complaints and Compliments - March 2003: Amended in August 2008, April 2013 and May 2017. May 2017 is the current live police and is due for review in May 2020.

(6) Grievance February – 2004: Amended in April 2009 and April 2015. April 2015 version is current live policy and is due for review in April 2018.

(7) Disciplinary - February 2004: Amended in April 2009 and April 2015. April 2015 version is current live policy and is due for review in April 2018.

(8) Bullying and Harassment - May 2004: Amended in February 2006 and October 15. Reviewed and renamed Harassment and Bullying in the Workplace. Date of next review is October 2018.

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

Policies and procedures were reviewed:

- to adhere to relevant legislation requirements
- to adhere to regulators' requirements (Care standards)
- to develop good practice guidelines
- to reflect changes in Social Care
- to adopt a process of continuous improvement
- in response to a critical incident
- in response to complaints
- as part of a rolling programme

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

See responses above. All policies and procedures have continued to evolve over the years and have become increasingly formalised, measurable and embedded into everyday working practice at Quarriers in accordance with current legislation.

xi. Why were changes made?

Changes were made:

- to adhere to relevant legislation requirements
- to adhere to regulators' requirements (Care standards)
- to develop good practice guidelines
- to reflect changes in Social Care
- to adopt a process of continuous improvement
- in response to a critical incident
- in response to complaints
- as part of a rolling programme

xii. Were changes documented?

Yes. Changes were documented from 2003.

xiii. Was there an audit trail?

Yes. There is an audit trail since 2003.

Present

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

No.

xv. If so, please give details.

Not applicable.

(b) Practice

Past

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

Quarriers did not always adhere in practice to its policy/procedures in respect of internal investigations relating to the establishment.

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

- **Approach to/process of internal investigations**

Quarriers did not always adhere in practice to its policy/procedures in terms of approach to/process of internal investigations.

- **Identifying lessons/changes following internal investigations**

Yes, insofar as there were policies and procedures and records are available.

- **Implementation of lessons/changes following internal investigations**

Yes, insofar as there were policies and procedures and records are available.

Changes have been made in light of:

- Compliance requirements
- Response (to child and abuser)
- Response to complaints (including response by organisation and/or establishment)
- External reporting following internal investigations

- **Compliance**

Yes, insofar as there were policies and procedures and records are available..

- **Response (to child and abuser)**

Quarriers did not always adhere in practice to its policy/procedures in terms of response (to child and abuser).

- **Response to complaints (including response by organisation and/or establishment)**

Quarriers did not always adhere in practice to its policy/procedures in terms of response to complaints.

- **External reporting following internal investigations**

Yes, insofar as there were policies and procedures and records are available.

iii. How was adherence demonstrated?

Adherence was demonstrated through:

- Evidence of a low number of tribunal claims
- Positive relationships with Trade Unions
- Role of Quarriers HR Department to support difficult management decisions
- Individual staff files (subject to data retention)
- Individual children's files

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

Adherence can be demonstrated to the Inquiry for the period 1993 to date through the provision of:

- staff files (subject to data retention)
- access to current Line Managers, other staff involved and HR staff
- individual children's files

v. Were relevant records kept demonstrating adherence?

Yes. Relevant records have been kept demonstrating adherence for the period 1993 to present day. These are available subject to retention guidelines.

Quarriers is unable to locate all records demonstrating adherence for the period 1930-1993.

vi. Have such records been retained?

Yes. Relevant records have been retained for the period 1993 to present day. These are available subject to retention guidelines.

Quarriers is unable to locate all records for the period 1930-1993.

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

Quarriers welcomes the opportunity afforded by this Inquiry to explore these issues.

Present

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

Yes.

ix. If so, please give details.

In the last two years, Quarriers HR team and Senior Managers have reviewed the disciplinary process in partnership with our recognised trade union. Quarriers' HR Department supports each investigating officer and assists in reviewing investigation paperwork.

All internal investigations are treated extremely seriously and take place regardless of other external investigations. Great care is taken to ensure that policy/procedure is followed and suitably recorded.

4.11 Child Migration

(a) Policy

Past

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

Quarriers migrated children to Canada from 1872 until 1938, and to Australia from 1939 until 1962. The period which falls into the years considered by the Inquiry represents the end of Quarriers' involvement with migration schemes to Canada. From 1930 to 1962, just 100 children migrated from Quarriers out of a total in excess of 7000.

We believe it is useful to provide the historical context in which this took place as this represents the time period in which policies and procedures were developed and implemented.

Historical Context – Migration to Canada

Section 4.11 is informed by The Quarriers Story by Anna Magnusson (2006), a paper entitled The Quarriers Children, Scotland – Canada 1872-1933 by Dr Phil Robinson and Fred Wardle (approximately 2006), combined with information provided by Quarriers After Care Worker.

When William Quarrier started his work with destitute children in Glasgow, it was with the intention that if found suitable, the child was considered for migration to Canada.

When children were accepted into the Receiving Home in Glasgow, their parent or guardian was asked for express written permission about the intention to migrate to Canada. The specific reference to Canada was removed in later Admission Forms as the migration schemes became less prolific. These Admission Forms exist from 1910 onwards and were contained in the individual child's file.

Excerpt from Admission Form (example from 1910):

> The legal guardian will sign the following agreement: -
>
> I, _____ residing at _____ make application to have my (gender, relationship, name) aged _____ years, received into the above-named Homes, with the view of being maintained and educated, and therefore kept at Home, emigrated to Canada, or otherwise discharged as the Managers of the Homes may decide. I further agree to leave said child under the care of the Himes until he attains the age of 16 years.

Later versions of the Admission Form (example from 1927) stated:

> AGREEMENT TO BE SIGNED BY THE LEGAL GUARDIAN
>
> I, _____, residing at _____ make application to have my child (gender, name) aged ____ years received into the above named Homes, with the view of being maintained and educated, and thereafter discharged as the Executive Council of the Homes may decide. I further agree to leave said child under the care of the Homes until he/she attains the age of 16 years.
>
> _____ _____
> Signature of some person who recommends the case and can attest the truth of the foregoing statements from an intimate knowledge of the circumstances
>
> Signature of legal guardian
>
> Address
>
> Calling, profession or social position: _____

This later version does not have a specific reference to Canada or Australia.

Quarriers attempted to contact the parent or guardian of their child's intention to migrate. If the parent of guardian did not agree to migration, their wishes were respected.

According to individual children's records, if there was a significant time between the parent giving written permission, and the child's intended date of departure, efforts were taken by Quarriers to contact the parent. In some cases, parents made no contact with Quarriers or their child(ren) for many years and it may have been there was no current address for the parent. In these cases, the child migrated to Canada if that was their desire to do so, using the initial written permission.

Pre travel arrangements

William Quarrier equipped each child with a wooden trunk stamped with their initials which contained inside with clothes as well as a Bible and a copy of 'Pilgrims Progress' in addition to writing materials, darning materials and a brush and comb.

After the introduction of the Ontario Act, Canadian Law required that each child completed a Health Assessment prior to admission to Canada.

On-board the ship

Quarriers always sent several employees on board each party of children travelling to Canada. This was with the aim of helping to settle in the children, deal with paperwork and looking after them on the journey. William Quarrier himself travelled to Canada several times, with his daughter and son-in-law moving there permanently to run the home at Fairknowe.

Correspondence

The arriving party in Canada informed those in Quarriers Village of their safe arrival.

After the visit was made, a report was written by the Visiting Officer, with a copy kept at Fairknowe and one sent to Quarriers. Due to a misunderstanding, those kept at Fairknowe from before 1910 were destroyed as they believed that Quarriers also had a copy. Quarriers is in possession of some reports after 1910. These were presented to the Council of Management at the time and this is recorded in the Minute Books.

Children were encouraged to write to their family, friends and staff at Quarriers. Many letters are included in the Narrative of Facts and are personally addressed to William Quarrier.

Australia

Quarriers migrated significantly more children to Canada than to Australia.

Quarriers' Narratives of Facts states that Quarriers in approximately 1938 was approached by similar organisations in Australia about the prospect of emigrating children there. In total, 37 children in four parties went to Australia from 1939, 1960, 1961 and 1962.

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

Yes. The intention of Migration was to offer children the opportunity to live in Canada from 1872-1939 and from 1939-1962 to Australia. The intention was to offer the chance for a new life away from the overcrowding and poverty of Scotland's cities in the Victorian and post-World War I eras. At that time, both Canada and Australia were newly settled colonies with low populations. Canada and Australia, both being vast in size with many large farmsteads sought children to help out on the farms. Quarrier's policy took into consideration the fact that children migrating alleviated crowding and created additional capacity in the receiving homes for Quarriers, which enabled them to help more children.

The Commonwealth Immigration (Guardianship of Children) Act 1946 encouraged children migration to Australia and led to many similar schemes being set up.

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

The policies and procedures are recorded in Quarriers' founding documents, Council of Management Minute Books and Narrative of Facts (Annual Reports). Quarriers Council of Management received a report at every meeting regarding the children who had emigrated and those who were planning to do so.

Completed Admission Forms, correspondence from The Children's Shelter (RSSPCC), liaison with the Canadian Government Emigration Agent and Medical Reports where available were stored in each individual child's file.

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**

Initially, William Quarrier used the facilities provided by Annie Macpherson - a Scottish evangelical Quaker and founder of the Home Children scheme. She had distributing homes in Belleville (called Marchmont), Galt (now Cambridge, Ontario with home called Blair Athol) and Knowlton (established 1872).

Initially, William Quarrier entrusted the identification and checking of the suitability of the places where children were sent to Annie Macpherson's operations in Canada. William and other family members often travelled on-board the ships with the children to help settle them in. This also afforded the opportunity to visit and assess the policies, procedures and conditions at the receiving homes in person.

From these receiving homes, the children lived in surrounding areas.

Prior to the arrival of a new group, it is known that Fairknowe advertised in local papers throughout Eastern Ontario. Farmers were advised of the new group's arrival date and were invited to apply to the Home. There was no shortage of applications, and those interested had to provide a reference. Children were picked up at the home or sent by train to the more distant assignments.

Once placed, the child should have been visited at least once a year by an Inspector from Fairknowe, also known as a Visiting Officer, but sometimes the vast distances and poor travelling conditions prevented this. Visiting Officer sometimes visited while the child was at school, so although they would not necessarily have seen the child, they were able to assess the living conditions and meet the receiving family.

- **Selection of children to migrate including age, gender and background**

Any children involved in the programme had to be healthy, and this was backed up with a Medical Report before departure. The age of migration increased throughout the years and by 1932, children had to be over sixteen years of age and therefore eligible to work. Both boys and girls had the opportunity to migrate.

- **Provision of information to the child and/or his/her parents before migration**

Child
No records have been located containing details of the information provided to children before their departure.

Parents
A card or letter telling parents of the intention to migrate was sent in advance of the proposed sailing date if there was an address available. This took place in addition to the consent to migration given at time of admission.

Parents or guardians were encouraged to visit their son or daughter before they left and we have evidence of Quarriers paying for parents' travel fares to make this possible.

In some cases, where parents had not visited their child for many years, Quarriers was not always in possession of a current address. In these cases, Quarriers wrote to the last known address, taking into consideration the parent's express permission at time of admission, as well as the individual child's wishes.

- **Provision of information and records to children and/or their parents once child had been migrated**

From the 1870s until the 1930s, parents or guardians who called into Quarriers' City Orphan Home in James Morrison Street, Glasgow, were given information about their children and likewise if the child asked about family this was provided, if available. If the child was under twelve years of age, it was expected that the child would be adopted and a paper was signed confirming this. If the child was adopted, they were encouraged to consider their Canadian family as their new family.

- **Obtaining consent of child**

Children were asked if they would like to go to Canada and in later years Australia. We have evidence that children's wishes not to migrate were respected, as well as instances in which they changed their minds. We can also find evidence of children within Quarriers' care writing directly to the Superintendent asking to join brothers or sisters in Canada. This was accommodated where possible.

Quarriers is aware of a small number of cases in which former residents report that their wishes to no longer migrate were not respected, after having initially agreed.

- **Obtaining consent of parents of child**

The child's parents or guardians were advised of the opportunity and intention to migrate, and signed their consent as part of the Admission Form. These do not exist prior to 1910.

If there was a significant time between the parent giving written permission, and the child's intention to migrate, efforts were taken by Quarriers to contact the parent. In some cases, parents made no contact with Quarriers or their child(ren) for many years and it may have been there was no current address for the parent. In these cases, the child migrated to Canada if that was their desire to do so, using the initial written permission.

Quarriers is aware of instances where children wanted to migrate but parents objected and the parents' wishes were respected. We are also aware of instances where parents initially agree but change their minds, and these wishes are also respected. This depended on the age of the child and if they were considered to be able to make their own decisions.

- **Obtaining of consent of others e.g. Secretary of State –**

From 1904 when migration resumed during the second phase, Quarriers' scheme adhered to the regulations of the Canadian Government. We also have correspondence from the Canadian Government Emigration Agent in Glasgow regarding parties wishing to migrate, which indicates a level of consent and regulation.

- **Responding to requests for information from former child migrants**

Quarriers has maintained a policy of making records available to enquiring children and their families. Visitors to Quarriers Village are given assistance by staff in reviewing records. Former migrants and descendants of migrants are given as much detail as the Data Protection Act allows.

In 1975, an attempt by Quarriers' Management to organise a reunion of children in Canada was not well received.

In early 1996, a team from Quarriers visited Canada with the express purpose of reconnecting with these children and their families. The group informed all former children with whom they had contact of their coming visit. Newspaper advertisements attracted many more to join them in organised meetings held in many centres across Canada. As a result of those meetings and follow-up discussions with various families, Quarriers work with families in Canada to host a national reunion. This took place in 1996, 1998 and 2001, and was followed by a number of official visits to Scotland. Quarriers has contributed to and participated in a number of films, books and displays regarding child migration.

As far as we know, there are no Canadian migrants alive today, but many of the descendants are in frequent contact with the After Care Service. Fred Wardle, a descendant of a former Quarriers resident and migrant, was a member of Quarriers Council of Management from 1998-2009. Fred Wardle is an integral part of Quarriers' Canadian Family, which is still active today.

Quarriers has operated an After Care Service since 2000, and an Access to Historical Records Policy has been in place since 2004.

Due to the lesser numbers of people who migrated to Australia, there has been much less contact with these former residents. Quarriers engaged with the Child Migrant Trust to ensure that those

who had migrated to Australia were aware that they too could access their records and seek support where required. This had led to a significant number of former residents wishing to access their files.

- Other issues

v. Who compiled the policies and/or procedures?

William Quarrier and his successors within the Council of Management compiled these policies and procedures. The migration programme stopped temporarily in 1897 and recommenced in 1904 after the death of William Quarrier. William Quarrier' daughters Isabella Quarrier Burges and Mary Quarrier took over the running and management of the Organisation at this point, with Agnes Quarrier Findlay and Pastor David Findlay taking over at Fairknowe, Canada.

We have very limited information regarding policies and procedures for migration to Australia other than references in Quarriers' Narrative of Facts to being approached by an agency similar to Quarriers called Burnside. This first took place in 1939, but we also acknowledge a gap of over 20 years until the next party travelled to Australia which was organised by the Fairbridge Society.

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

These policies were put in place in 1872.

vii. Were such policies and/or practices reviewed?

Yes.

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

In 1897, The Ontario Government passed an Act to Regulate the Immigration into Ontario of Certain Classes of Children, meaning that children were to be supervised until the age of 18. This act also prohibited the immigration of children without a special licence. Quarrier objected strongly to this action and visited Toronto personally to protest. He felt that the law discriminated unfairly against Quarriers because of the deficiencies of other organisations. Quarrier argued that he took extraordinary care to select, prepare and support the children who he sent to Canada in order to give them the best possible chance of success in becoming prosperous citizens of their new country.

Quarrier therefore suspended the migration. Agnes Quarrier Burges, daughter of William Quarrier, and her husband James Burges reinstated migration in 1904 following William Quarrier's death.

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

Please see viii above.

Quarriers stopped migration to Canada in 1938.

Quarriers is unaware as to why migration to Australia ceased in 1962, or why there was a 23 year gap.

x. Why were changes made?

The impetus for ending the scheme in 1938 came from the Canadian Government, which refused permission for Quarriers to take a party of boys to Canada that year. At this time, Canada was in the

grip of the Great Depression, and economic consideration seemed to have been influential in this decision.

Changes were made after consideration and realisation that migration was not the best option for children.

xi. Were changes documented?

Yes. These changes were documented in Quarriers' Narrative of Facts and Council of Management Minute Books.

xii. Was there an audit trail?

Yes, in so far as this was recorded in Quarriers' Narrative of Facts and Council of Management Minute Books.

Present

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

No. Migration has not taken place within Quarriers since 1962.

xiv. If so, please give details.

Not applicable.

(b) Practice

Past

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

Quarriers did not always adhere in practice to its policy/procedures in relation to child migration.

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**

According to information in individual children's files Quarriers did not always adhere in practice to its policy/procedures in terms of child migrants relating to the issues above.

- **Selection of children to migrate including age, gender, background**

Quarriers adhered in practice to its policy/procedure.

- **Provision of information to the child and/or his/her parents before migration**

According to information in individual children's files Quarriers did not always adhere in practice to its policy/procedures in terms of child migrants relating to the issues above.

- **Provision of information and records to children and/or their parents once child had been migrated**

According to information in individual children's files Quarriers did not always adhere in practice to its policy/procedures in terms of child migrants relating to the issues above.

- **Obtaining consent of child**

According to information in individual children's files Quarriers did not always adhere in practice to its policy/procedures in terms of child migrants relating to the issues above.

- **Obtaining consent of parents of child**

According to information in individual children's files Quarriers did not always adhere in practice to its policy/procedures in terms of child migrants relating to the issues above.

- **Obtaining of consent of others e.g. Secretary of State**

Quarriers adhered in practice to its policy/procedure.

- **Responding to requests for information from former child migrants**

Quarriers adhered in practice to its policy/procedure.

- **Other issues**

We are aware of reports from an individual who migrated to Australia in 1962 of abuse at the establishment there. A report commissioned by the British Government and which was suppressed at the time, recommended that children no longer be migrated to a number of establishments, including the one this person was sent to. Quarriers had no knowledge of that report.

iii. How was adherence demonstrated?

Information regarding specific circumstances was recorded in individual children's files.

Archived files demonstrate regular and frequent correspondence between the Superintendent at Fairknowe and Mr W. Findlay at Quarriers Village. Reports written following the migration of a party were destroyed when migration to Canada ended.

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

We are able to provide copies of correspondence and references to reports within Council of Management Minute Books, a standing item on Council of Management agenda, as well as Quarriers Narrative of Facts (Annual Reviews),

v. Were relevant records kept demonstrating adherence?

Yes. We are in possession of a limited number of reports dating from 1910. We are also in possession of correspondence and accounts between Quarriers and Fairknowe during the 1940, despite no migration from Quarriers taking place. Quarriers is not aware of any reports relating to Australia.

vi. Have such records been retained?

Yes. Quarriers has a limited selection of reports available.

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

Quarriers welcomes the opportunity afforded by this Inquiry to explore these issues.

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

In total, Quarriers sent 7394 children as migrants to Canada and 37 to Australia. For the period considered by the Inquiry, a total of 137 children migrated from Quarriers; 100 children to Canada and 37 to Australia. As far as Quarriers is aware, the last surviving child migrant to Canada died in 2010.

ix. What was their age and gender?

Quarriers sent children of both genders, with more boys than girls, from toddlers to those of 16 years of age. As the migration scheme developed, fewer young children were sent, and those who travelled tended to be older.

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

Children were migrated between 1872 and 1962.

xi. Who funded the child migration?

Child migration was initially funded by public donations. Grants from the Canadian Government reimbursed some of the costs incurred by Quarriers.

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

Quarriers received this funding to reimburse costs incurred.

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

An example from 1930/31 shows that it cost Quarriers £3,208 11 to send 23 children to Canada. For this, £1,024 19 was received from Government Grants.

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

Quarriers has always responded to all enquiries from former residents and their ancestors are given as much detail as the Data Protection Act 1998 allows.

Quarriers set up and operated an Aftercare Service in September 2002 along with an Access to Historical Records Policy in 2004. This continues today with approximately 400 enquiries per year, and seeks to provide information to those requesting it and where possible reunite long lost families.

To our knowledge, no Canadian migrants are still alive today, but many of the descendants are in frequent contact with the After Care Service. More than 80 descendants visited Quarriers as part of

the Scottish Government's Homecoming Scotland 2009, a series of events designed to attract people of Scottish ancestry to visit Scotland.

When former residents request files, they are invited to come to Quarriers Village to be supported while they read through their file. An internal Enquiry Form is completed with as much detail as is available which is stored securely in a database. In line with the Data Protection Act, those making enquiries need to prove their identity or if a descendant of a former resident from less than 100 years ago, they must also provide proof of death. If the person is unable or if a visit to the village is not wanted, they are visited at a location of their choosing. Quarriers is able to accommodate this so long as it is within the Central Belt of Scotland. If no visit is possible, then the information is sent by first class recorded delivery.

Quarriers requires 40 days to retrieve, review and redact files ready for delivery, but we are often able to respond much more quickly than this. There is no charge for former residents.

We acknowledge that many children in residential care do not have the same access the childhood photographs that other family life may have provided. Where possible, we ask former residents to review our Narrative of Facts for photographs of themselves, and we are happy to provide a copy free of charge. Further, we offer photographs of any of the cottages where they stayed.

Our experience shows that this is an emotional process for former residents. Because of this, our preference is to meet directly with the person, to ensure they are supported when receiving the information.

Present

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

No.

xvi. If so, please give details.

Not applicable.

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

We acknowledge that however well-intentioned, many children or their parents may have had little power or control not to choose the option of migration. After decades of contact and sharing of information with migrants and their descendants, we have developed a greater understanding of the life-long impact of being a Home Child. Quarriers' current ethos and values put the child at the centre of any choices and decisions made in relation to their own life, including taking account of their views, however they are able to express them. Additionally, where it is appropriate, we aim to support families and children staying together in their own communities.

While we appreciate that the policies were well-intentioned, acceptable and commonplace practice at the time, we now live, work and operate in a world that has changed significantly since Quarriers and many others migrated children. As an organisation, we find the practice hard to align with our current values.

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?

Quarriers as an organisation supports the UK Government's apology by Gordon Brown in 2010 to child migrants as well as that of the Canadian Government by Justin Trudeau in February 2017.

Quarriers welcomes the Apology Law which will come into force in June 2017.

4.12 Records

(a) Policy

Past

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

From the beginnings of Quarriers in 1871, personal information regarding all children was contained in foolscap-sized leather bound History Books, giving a page per person or sibling group. From approximately 1886, an alphabetical index in the front of each book identified the person and the relevant page number. Admissions continued to be added to these History Books for some years beyond 1910, even though folio or envelope file existed for them by this point.

From 1910 to 1957, leather-bound Annual Registers recorded admission dates, ages and dates of birth, usually cottage number as well as a unique reference number for each child resident in Quarriers Village. Each Annual Register references all the children in the Homes in that particular year, not just those admitted since the last Annual Register. In addition, folio or envelope files for each individual or sibling group marked with the unique reference number are currently stored in locked filing cabinets in Quarriers Village as well as secure off-site data storage.

Admission details from 1871 until 1990s contained information such as:

- Name
- Date of Birth
- Place of Birth
- Age
- Family details
- Person admitting them
- Reasons for admission
- Health conditions, etc.

Prior to 1957, where and when the child was discharged to was noted on the final page of the admission form.

From to 1957 to closure of the last cottage in 1998, where and when the child was discharged to was recorded in discharge files.

Leather-bound scroll or desk diaries, which were the desk diaries of Quarriers' City Orphan Home, are available for the period 1878 to 1924. As this office was in the centre of Glasgow, this made it convenient for birth relatives to make enquiries about admitting their child or ask for help for themselves. These scroll or desk diaries are cross referenced with the History Books and often expanded on to include what was happening in the family at the time.

Other archived items are:

- Original birth certificates from 1870s to 1930s
- Annual Narrative of Facts/Annual Reports from 1871 to present day
- Photograph albums for special occasions
- Photographs of everyday activities

Narratives of Facts dating from 1871 until 1973 and replaced with Annual Reviews in 1974, detail annual progress in terms of people supported, organisational direction, performance, financial

position and operational progress. Original Narratives of Facts contains detail of every donation and from whom.

Once Local Authorities started to refer children to Quarriers, Quarriers received social work background reports or Children's Panel referrals.

Formal policies at Quarriers in relation to record keeping comprised:

(1) Access to Historical Records (2004): Reviewed and merged with Record Management policy in May 2015 and reviewed in May 2017. May 2017 is the current live policy and is due for review May 2020.
(2) Data Protection (2004): Reviewed in April 2006 and May 2017. May 2017 is the current live policy and is due for review in May 2020.
(3) Record Management (2004): Reviewed and merged with Record Management policy in May 2015 and reviewed in May 2017. May 2017 is the current live policy and is due for review in May 2020.
(4) Administration Procedures (2010): Reviewed in February 2010, September 2010 and February 2016. February 2016 is the current live policy and is due for review in February 2019.

As part of the Record Management Policy there is a Retention Schedule.

During the 1990s when formalisation happened, Quarriers disposed of what were viewed at the time as unnecessary files. In conjunction with the creation of the Data Protection Policy and when retention schedules were implemented in 2004, this led to the regulated and controlled archiving and destruction of records as legally appropriate in line with Data Protection Act 1998.

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

The aim of Quarriers policies and procedures are to:

- in the early days, demonstrate the progress each individual child had made and to provide a history
- record specific details about and key events in a child's life in Quarriers

When legislation came in to force:

- ensure adherence to legislation and regulatory requirements - we are legally required to retain children's files indefinitely
- protect children in our care
- record specific details about and key events in a child's life in Quarriers
- inform people as much as the law allows
- provide guidance for Quarriers staff
- ensure data sensitive information is retained for the correct period and stores safely

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

- **Children in its care**

According to the Scottish Council on Archives Records Retention Schedules, from 2001, individual children's records are to be kept for 100 years since their date of birth and set out information such as:

- admission form (from 1910 onwards)
- key events

- incidents and accidents
- general health and wellbeing (medical records)
- parental contact
- school performance
- details of siblings
- organisational and establishment concerns e.g. behaviour, school attainment
- discharge date and to whose care
- general correspondence between parents and siblings and relevant organisations
- vocational training and employment
- visiting records

- **Staff**

Quarriers is in possession of a register of house parents and house aunties (cottage assistants) covering employment from approximately 1940 until 1983.

We are unable to locate individual staff records prior to a selection of handwritten payroll cards dating back in some cases to the 1970s. We are still in possession of some of these so long as the employee is currently employed at Quarriers.

From 1993, when Quarriers' HR Department was established, we have records for all staff who are still in employment with Quarriers. Files for staff who are no longer employed by Quarriers are retained for seven years, and from 2005 stored in a secure off-site archive facility and then destroyed in line with the Data Protection Act 2016.

- **Complaints**

From at least 1944 until the 1990s, complaints were directed to the Superintendent.

Standing Orders for the Orphan Homes of Scotland (1944 and 1950s versions) state:

> 40. COMPLAINTS of any sort should be made personally to the Superintendent. Should any cause for complaint or other matter requiring adjustment arise with reference to a child in another Home, it should be reported to the Superintendent or Matron, and not to the House Father or House Mother of the Home in which the child lives. Should any child have a grievance or complaint, whether real or imagined, which he desires to bring to the notice of the Superintendent or Matron, permission should be readily granted at the first convenient time for such an interview. When a child returns home after absconding no punishment should be administered until the Superintendent has been consulted and has given instructions how to deal with each case on its merits.

Quarriers is not aware of any central register of these, but any complaints may be contained within individual children's files. Where complaints were brought to the attention of the Council of Management, these are referred to in Quarriers' Minute Books.

Since 1995, when Quarriers Quality Department was established, concerns, complaints and compliments were dealt with by this Department. Information recorded comprised:

- Date
- Nature of complaint
- Outcome and action taken
- Individuals involved
- Audit trail

- **Investigations**

For the period 1930 until 1993 when Quarriers' Human Resources records start, we have been unable to locate records with regards to record keeping of internal investigations.

From 1993 (when Quarriers' HR Department was established) and additionally from 1995 (with the appointment of a Director of Quality), investigations were recorded both in staff or children's files and on a centralised database.

- **Discipline**

Discipline of staff
1930 – 1993 - Quarriers has been unable to locate the precise details of policies and/or procedures in relation to records of discipline of staff.

1993 - present day - Records relating to discipline of staff are kept in individual employee's file and detail all actions taken.

Discipline of children 1930-1982

From 1930, the discipline of children was recorded in a Discipline Book. However, Quarriers has been unable to locate copies of these which contain information. We have located a blank version.

This blank version indicates that any punishment administered was recorded in a punishment book or log book which was reviewed by the Superintendent. A former employee of Quarriers has indicated that these log books were reviewed by the Superintendent.

According to a former employee, belts were from the Cottages in 1964. The Superintendent could still use the belt.

The Home Office Memorandum (Appendix C1) contains guidance on what records it was expected voluntary care homes would keep.

Discipline of children 1982 – present day
Societal attitudes towards the physical punishment of children has changed significantly over this period.

Discipline of children 2000 – present day
Quarriers no longer uses the term 'discipline' with regards to the care of children. Acceptable terminology includes 'sanctions' and 'revocation of privileges'. Where this takes place, sanctions are agreed with the relevant social worker, the child and this is recorded in daily notes and care plans.

- **Child migrants**

Details of destination and dates of child migrants are recorded in individual children's files.

- **Responding to requests from former residents for information/records**

An enquiry form is completed for any former resident who wishes to access their records. Details of request and any subsequent actions are recorded and stored on a secure database.

- **Other issues**

Retention of, and access to, records is key for any person where residential care has been part of their life. Quarriers, as with many other organisations with the intention of good housekeeping and latterly to adhere to the Data Protection Act 1998 periodically archived and in certain cases destroyed records. This means that in some cases, records that we know were created, are therefore no longer in existence.

We realise the importance of individuals in care being able to access their own records. As such, an extensive external secure archive existed since 2005. We believe these archives to be comprehensive but also acknowledge that some files retrieved for previous criminal investigations were not returned by investigating authorities. Quarriers is currently aware of 9 files being missing from a total in excess of 30,000.

In accordance with the Data Protection Act 1998, we treat the content of all records with respect and take care over who this information is shared with and accessed by. We recognise the sensitive nature of the contents and that it is a record of someone's life. Further, we understand the emotional impact of accessing records, which can include previously unknown information, can have on an individual even later on in life. For this reason, we employ the services of a professional After Care Worker who is a qualified social worker and can provide context to records and emotional support if required. Former residents are invited to the village if this is appropriate or Quarriers can meet with them in their own home or another appropriate place.

iv. Who compiled the policies and/or procedures?

From 1930 to the 1995, the compilation of policies and procedures was directed by the Council of Management and implemented by the Superintendent or equivalent highest serving officer.

From 1995, all policies were compiled by the Director of Quality, now known as the Quality Assurance and Compliance Manager. They were assisted by staff from relevant sectors and departments with different types of relevant experience, e.g. Heads of Service, Project Managers and frontline staff. Policies and procedures were then approved by the Executive Team and on some occasions by the Board of Trustees.

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

- Children in its care - From at least 1944
- Staff - From at least the 1970s
- Complaints - From at least 1944
- Investigations - From at least 1993
- Discipline (of children) - From at least 1937
- Discipline (of staff) - From at least 1993
- Child migrants - From 1872
- Responding to requests from former residents for information/records - From at least 2000

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

Yes. All remain in place apart from those for Child Migrants.

vii. Were such policies and/or practices reviewed?

- Children in its care – in the 1950s, 1965, 1993, 1995 and throughout the 2010s
- Staff - in at least 1993, 2000 and throughout the 2010s
- Complaints – in at least the 1950s, 1999 and 2003
- Investigations - from 1993

- Discipline (of children) – in 1950s
- Discipline (of staff) – from 1993
- Child migrants - From 1872
- Responding to requests from former residents for information/records – in 2016

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

Policies and procedures were reviewed:

- Children in its care, Staff
  - to reflect the significant changes in services offered by Quarriers (from the 1990s when the children's homes closed and new supported living services for adults started)

- Complaints, Investigations, Discipline (of children), Discipline (of staff)
  - to reflect the significant changes in services offered by Quarriers (from the 1990s when the children's homes closed and new supported living services for adults started)
  - to adhere to regulators' requirements (Care standards)
  - to accommodate the requirement to register staff
  - to develop good practice guidelines
  - to adopt a process of continuous improvement
  - in response to a critical incident
  - in response to complaints
  - in response to training requirements
  - as part of a rolling programme

- Child migrants
  - to reflect changes in Social Care

- Responding to requests from former residents for information/records
  - to adhere to relevant legislation requirements e.g. The Data Protection Act 1998

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

All policies and procedures have continued to evolve over the years and have become increasingly formalised, measurable and embedded into everyday working practice at Quarriers in accordance with current legislation.

Specific substantive changes with regards to record keeping took place as a result of the Data Protection Act 1998.

x. Why were changes made?

The introduction of the Data Protection Act 1998 as well as emerging abuse allegations in the early 2000s, led to Subject Access Requests and latterly the creation of Handling Subject Access Request Policy in 2015 and the review of Quarriers' Access to Historical Records policy and procedure in 2017.

Please also see viii above.

xi. Were changes documented?

Yes.

xii. Was there an audit trail?

Prior to 1990 there is no audit trail. However this does exist from 1990s onwards.

Present

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

Yes.

xiv. If so, please give details.

A number of the policies have been incorporated into one over-arching policy. Quarriers Record Management Policy from 2017 incorporates Access to Historic Records and Handling Subject Access Requests.

Reference is also made to Handling Subject Access Request Policy (2015): Reviewed and merged with Record Management policy in May 2015 and reviewed in May 2017. May 2017 is the current live policy and is due for review May 2020.

(b) Practice

Past

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

Yes, insofar as it has been established that there were policies in place.

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

- **Children**

The organisation/establishment adhered in practice to its policy/procedures in terms of record keeping relating to children.

- **Staff Complaints**

The organisation/establishment did not always adhere in practice to its policy/procedures in terms of record keeping relating to staff complaints.

- **Investigations**

The organisation/establishment did not always adhere in practice to its policy/procedures in terms of record keeping relating to investigations.

- **Discipline**

The organisation/establishment did not always adhere in practice to its policy/procedures in terms of record keeping relating to discipline.

- **Child migrants**

The organisation/establishment adhered in practice to its policy/procedures in terms of record keeping relating to child migrants.

- **Responding to requests from former residents for information/records**

The organisation/establishment adhered in practice to its policy/procedures in terms of record keeping relating to requests from former residents for information/records.

- **Other issues**

iii. How was adherence demonstrated?

Through the existence of:

- Individual children's records and Narrative of Facts from 1871
- staff records from the creation of Quarriers' HR Department dating back to the 1999 and selected payroll records from the 1970s
- a complaints log from the creation of Quarriers Quality Department 2005
- HR files from the creation of Quarriers' HR Department dating back to the 1999 and selected payroll records from the 1970s
- Staff discipline records from the creation of Quarriers' HR Department dating back to the 1999 and selected payroll records from the 1970s
- Aftercare database from 2000

iv. Were relevant records kept demonstrating adherence?

Yes. Relevant records have been kept demonstrating adherence. These are available subject to retention guidelines.

v. Have such records been retained?

Yes. Relevant records have been retained. These are available subject to retention guidelines.

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

Since 1993 when policies and procedures were put in place, complete adherence by all members of staff at all times is regrettably impossible to guarantee. Where failures have been identified, we believe that immediate remedial action has been taken. The intention of this is to further reduce the likelihood and severity of any further breaches.

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?

No review was undertaken by Quarriers. The organisation cooperated fully with the Police and provided copies of children's files to assist with their investigations.

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

Quarriers has cooperated with the Police to assist their investigations since 2000.

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

Outcomes of investigations have been used to improve systems by:

- From 2002, Quarriers has taken a copy of all records before providing to the Police for their investigations
- Since 2005 the use of a secure off site archive
- Since 2006 the digitisation of all children's files
- The implementation of retention schedules in line with the Data Protection Act 2016
- From 2002, Quarriers has maintained a database recording instances where files have been surrendered to the investigating authority and when and if they are returned.

x. What changes have been made?

As above in ix. and including:

- Children's files are retained for at least 100 years after their date of birth.
- Since 2005, staff files are stored in a secure archive facility for 7 years.

xi. How are these monitored?

These are monitored through the following policies:

(1) Access to Historical Records (2004)
(2) Data Protection (2004)
(3) Record Management (2004)
(4) Administration Procedures (2010)

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

Yes, since at least 2000 and likely during the 1990s.

xiii. If so, how was that facilitated?

Former residents contacted Quarriers via telephone, email, in person, through our website and social media or in person.

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?

No.

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**

- Individual children and family files from 1871.
- Outcome planning tool for children currently within Quarriers' care
- Care plans for children currently within Quarriers' care. These are returned to the relevant Local Authority when a person is no longer supported by Quarriers.

- **Staff**

- Individual staff files for current employees for the past 7 years
- Payroll records dating back to the 1970s
- Snowdrop HR Database (replaced by a new database called OpenHR in 2016)
- Pension details for eligible former employees still living

- **Complaints**

- Information in individual children's files from 1871
- Quarriers Concerns, Compliments and Complaints database from 2005

- **Investigations**

- Information in individual children's files from 1871
- Individual staff files held by Quarriers' HR Department from 1999 and since 2005 stored in off-site archive facility

- **Discipline**

- Individual staff files held by Quarriers' HR Department from 1999 and since 2005 stored in off-site archive facility
- Individual children's files from 1871

- **Child Migrants**

- Individual children's files from 1871

- **Responding to requests from former residents for information/records**

- Individual children's files from 1871
- Enquiry database from 2002