

APPENDIX – Organisation (Sisters of Nazareth)

Part C - Prevention and Identification

Please note that the General Archive of the Congregation of the Sisters of Nazareth was not set up until 1994, some nine years after the last Children's Home had closed in Scotland. Prior to this there was no central place within the Congregation for the repository of records. The Sisters nevertheless tried to ensure that the Children's personal records were stored securely. Other records however, although it is known that they were kept, have not been retained.

4. Policy and Practice4.1 National

Past

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

The Congregation's archive does not retain any national policy/guidance. The Congregation cannot now state what policy/guidance the Sisters knew to be in place during the relevant period.

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

See answer 4.1i above.

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

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

See answer 4.1i above.

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

N/A

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

N/A

- vi. If not, why not?

N/A

Present

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

Yes

- viii. If so, please give details.

The Sisters no longer provide care for children in Scotland.

4.2 Local Authority

Past

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

The Congregation's archive does not retain any local authority policy/guidance. The Congregation cannot now state what policy/guidance the Sisters knew to be in place during the relevant period.

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

See answer 4.2i above.

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

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

See answer 4.2i above.

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

N/A

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

N/A

- vi. If not, why not?

N/A

Present

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

Yes

- viii. If so, please give details.

The Sisters no longer provide care for children in Scotland.

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?

There was no formal written policy or procedure. If there was a vacancy within the Children's Home, and the Sister in charge felt that the child in question could be adequately cared for at the home then the child would be admitted upon referral.

Also see responses for the establishments.

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

The intention of the home was to assist children where it could. However, there was no formal written policy.

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

There were no formal written policies however guidance notes were usually kept by the Superior or Sister in charge of the children.

- iv. Who compiled the policies and/or procedures?

The Regional Superior and Local Superior if there were any such policies.

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

There were no formal written policies however guidelines would have been put in place when the house first started to care for children.

In Aberdeen the first child was admitted on 12 August 1862.

In Kilmarnock the first child was admitted on 6 February 1891.

In Glasgow the first child was admitted on 28 July 1902.

In Edinburgh the first child was admitted on 18 August 1931.

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

No. The Sisters no longer provide care for children in Scotland.
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- vii. Were such policies and/or practices reviewed?

There were no formal written policies and procedures however guidelines would have changed according to the times, and were also dependent on the guidance given by the Superior at the time.

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

Guidelines would have changed to meet the changes in society and professional guidelines regarding the care of children.
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- ix. What substantive changes, if any, were made to the policies and/or procedures over time?

A substantive change took place with the admission of children of both sexes into family groups within the Children's Home.

- x. Why were changes made?

Such changes were made to meet the changes in society and professional guidelines regarding the care of children, and to keep abreast of changes in government legislation.

- xi. Were changes documented?

There are no records held of these changes.

- xii. Was there an audit trail?

There are no records held of an audit trail.
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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.

The Sisters no longer provide care for children in Scotland.
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(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, to the best of our knowledge the guidelines at each house were adhered to.
- ii. How was the adherence demonstrated?
The Sisters in each house tried to ensure that the guidelines relating to the admission of children were adhered to.
- iii. How can such adherence be demonstrated to the Inquiry?
There are no records held.
- iv. Were relevant records kept demonstrating adherence?
There are no records held.
- v. Have such records been retained?
There are no records held.
- vi. If policy/procedure was not adhered to in practice, why not?
N/A. To the best of our knowledge the guidelines at each house were adhered to.
- vii. If policy/procedure was not adhered to in practice, what was the practice?
N/A.

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.
The Sisters no longer provide care for children in Scotland.

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?

There was no formal written policy or procedure. However each house had guidelines for the day to day running of the house. These were verbal and were passed on from the Local Superior and the Senior Sister in charge of the children to others working with the children. Each house had guidelines in relation to the children's daily routine and the Sisters' daily routine.

Between 1930 and 1985 these guidelines would have changed in line with changes in society and changes in government legislation.

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

The intention was to nurture the children and provide consistency in their routine. The Sisters wanted to provide the children with a family environment, a good education and the tools to help them when they entered society as adults.

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

There are no records held of these guidelines.

- 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

While there were no formal written policies it is understood that the Local Superior's guidelines ensured that a day-to-day routine for the children was adhered to which included prayers and/or Mass, regular meals, attendance at school and doing homework. In addition there was plenty of recreation after school, at weekends and during holidays.

See responses for the separate establishments for detail in relation to:

Activities for children
Off-site activities for children
Schooling/education
Discipline

- v. Who compiled the policies and/or procedures?

The Superior of the house and the senior Sister in charge of the children determined the guidelines. There were no formal written policies and procedures.

- vi. When were the policies and/or procedures put in place?
 These guidelines would have been put in place when the house first started to care for children. See 4.3(a)v above.
- vii. Do such policies and/or procedures remain in place?
 No. The Sisters no longer provide care for children in Scotland.
- viii. Were such policies and/or practices reviewed?
 There were no formal written policies and procedures but guidelines would have changed according to the times.
- ix. If so, what was the reason for review?
 Guidelines would have changed to meet the changes in society and professional guidelines regarding the care of children.
- x. What substantive changes, if any, were made to the policies and/or procedures over time?
 Over the years there were a number of substantive changes to the children's routine in the homes. For example children who formerly would have gone to daily Mass with the Sisters only went on Sundays and holy days. At one time children did not play outdoors on Sundays. These guidelines changed over time.
- xi. Why were changes made?
 These changes were made to reflect changes in society and changes in government legislation.
- xii. Were changes documented?
 There are no records retained.
- xiii. Was there an audit trail?
 There are no records held of an audit trail.

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.
 The Sisters no longer provide care for children in Scotland.

(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?

The Sisters looking after the children in each House tried to ensure that guidelines for the children's daily routine were adhered to, in order to maintain consistency for the children, as well as for those working with them.

- 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, to the best of our knowledge the guidelines were adhered to.

- iii. How was adherence demonstrated?

The Sisters arranged activities for the children. The children were offered many different activities to suit their individual tastes. Off-site activities took place very regularly. For example, children took part in the football league and went on annual holidays. The Sisters also arranged for the children to be educated. Children's attendance at school was monitored.

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

The senior Sister with the children was responsible for adherence to the day-to-day guidelines. She was also responsible to the Superior of the house for keeping the daily routine. With the introduction of groups of children, each Sister in charge of a group kept a record of daily activities in a diary.

See each separate establishment response regarding the records retained.

- v. Were relevant records kept demonstrating adherence?

Yes.

- vi. Have such records been retained?

Some records have been retained.

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

N/A. To the best of our knowledge the guidelines were adhered to.

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

N/A

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.

The Sisters no longer provide care for children in Scotland.

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 Congregation and each House had guidelines in place in relation to caring for the children at the House. These were verbal and were passed on from the Local Superior and the senior Sister in charge of the children to others working with the children.

Between 1930 and 1985 these guidelines would have changed in line with changes in society and changes in government legislation.

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

The intention was to nurture the children and care for their needs. The Sisters wanted to keep the children in good health. They wanted to provide the children with a family environment, a good education and the tools to help them when they entered society as adults.

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

There are no records held.

- 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

Formal safeguarding and child protection policies were only introduced when most of the Sisters and staff had ceased working in child care. However the Sisters were vigilant about the safety of the children. A senior Sister was always in charge of other staff.

A nursing Sister who provided medical care when necessary worked on site. In addition some Sisters undertook professional training with

recognised qualifications in nursing from the 1950s. A doctor visited whenever a child required medical attention, and also came to the house regularly to examine all the children. The doctor also immunised children where necessary. If a child had a limb injury or other accidental injury he/she was taken straight to A and E at the local hospital.

The Sisters tried to ensure that each child felt loved, respected and valued. They tried to nurture each child's healthy growth and development. This was aided by good nourishing food, adequate sleep and regular exercise.

From the late 1950s children were raised in a family group and a homely environment. Sisters and staff would try to be aware of the individual needs of each child. If the Sisters and/or staff noticed that a child was upset they would try to address the issue and give them extra love and affection. The Superior of the House was very involved with the care of the children. It was recognised that children without a sibling in the House needed and so received extra support from Sisters and staff.

Referrals were made by the doctor or school psychologist when children showed signs of emotional or mental problems. In latter years Sisters would also speak to social workers.

- v. Who compiled the policies and/or procedures?

The Superior of the house and the senior Sister in charge of the children compiled the guidelines.

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

These guidelines would have been put in place when the house first started to care for children. See 4.3(a)v above.

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

N/A. The Sisters no longer provide care for children in Scotland.

- viii. Were such policies and/or practices reviewed?

There were no formal written policies and procedures but guidelines would have changed according to the times.

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

Guidelines would have changed to meet the changes in society and professional guidelines regarding the care of children.

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

Over the years a number of substantive changes took place. For example:

- a) The policy of caring for large groups of single sex children was changed so that small family groups of children of both sexes lived

together within the House.

- b) In the early days many children were educated within Nazareth Houses. By the 1950s all boys and girls of primary and secondary age were going out to local schools. In Aberdeen all children were sent out to school by 1954. In Glasgow all children were sent out to school by 1951. In Edinburgh all children were sent out to school by 1955. The Congregation have no records but believe that in Kilmarnock all children were sent out to school in the 1950s.
- c) There was a gradual increase in out of school activities in all the houses, both at home and outside, including different sports, clubs, evening classes, outings and holidays.
- d) In the early days Catholic children went to Mass daily. This was changed so that children went only on Sundays and Holy Days. Originally children did not play on Sundays; this was also changed.

xi. Why were changes made?

Changes were made which reflected the changes in society with regard to attitudes to child care and changes in professional guidelines. Changes would have also reflected new government directives and legislation.

xii. Were changes documented?

There are no records of these changes.

xiii. Was there an audit trail?

There are no records held of any audit trail.

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.

The Sisters no longer provide care for children in Scotland.

(b) Practice

Past

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

Yes, to the best of our knowledge. The Sisters looking after the children in

each House tried to ensure that guidelines relating to the care of the children were adhered to.

- 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

Yes, to the best of our knowledge.

- iii. How was adherence demonstrated?

Safeguarding and child protection policies were only introduced when most of the Sisters and staff had ceased working in child care.

The Sisters looked after the medical needs of the children in their care, and cared for their physical and mental well-being as best they could, using the professional services available to them locally.

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

Adherence can be demonstrated by reference to the Histories of Foundation of the Houses. These record that visitors including the Department of Health and Scottish Home Department commented that the children looked well cared for and healthy. Also it can be demonstrated in the medical records retained in the General Archive.

- v. Were relevant records kept demonstrating adherence?

Records were held regarding adherence.

- vi. Have such records been retained?

Some records have been retained in the General Archive.

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

Records suggest that guidelines were adhered to.

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

Records suggest that guidelines were adhered to.

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.

The Sisters no longer provide care for children in Scotland.

4.6 Staffing

(a) Policy

Past

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

The Congregation had guidelines in place in relation to staffing at each House. These were usually not written.

In the early days the Congregation had no staff. Rather the Congregation relied on the Sisters. There was one Sister allocated to each group. On occasion they were assisted by the older children or those who had moved on from being resident in Nazareth House and did not have employment.

In latter years the Congregation employed lay staff. There were no formal policies about who could be employed. Initially, only female staff were employed, however when children moved to smaller family groups both sexes would have worked with the children. In addition the training and qualifications of the Sisters in child care, teaching and nursing increased. Smaller groups of children were also introduced which improved the child/staff ratio.

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

The intention was to care for the children and for the Sisters to provide that care.

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

There are no records held.

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

- Pre-employment checks
- Recruitment
- Induction
- Transfer of staff to or from other establishments within or outwith the organisation
- References
- Appraisal/supervision

- Training
- Personal/Professional development
- Disciplinary actions
- Dismissal

There are no records for pre-employment checks. There are also no records regarding dates of employment of lay staff or numbers of staff.

- The Sisters themselves would progress from novices.
- The Superior and Sister in charge of the children were responsible for the recruitment and employment of staff.
- There were a number of changes in relation to staffing over the years. There was a cleaner employed to keep the premises in good condition and usually two child care staff to work alongside the Sister in charge of each of the groups of children.
- The newly employed staff member worked alongside the Sister during the induction period.
- Staff were not transferred from other establishments within or outside the Congregation. Sisters were transferred between establishments.
- References were obtained by contacting the previous employer by telephone.
- Lay staff were encouraged to attend short courses, but few of them (apart from those in managerial positions) had any social work qualifications.
- Some Sisters took courses and professionally recognised qualifications in child care, teaching, social work and nursing.
- Personal/professional development was not always a first priority. From the mid-1940s reports in the Chapter Minutes indicate a strong emphasis on the professional development of Sisters within their areas of employment, for example, teaching, child care, nursing, nursery nursing. There are no records for lay staff personal or professional development.
- Disciplinary actions were taken by the Superior when necessary. Discipline among Sisters was the responsibility of the Local Superior. The Sisters have no records regarding the discipline of lay staff.
- If a staff member proved unsuitable for her position she/he was dismissed

v. Who compiled the policies and/or procedures?

The guidelines to be followed were determined by the Sister in charge.

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

These guidelines were in place when the Congregation started providing child care and changed over time. See 4.3(a)v above.

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

N/A. The Sisters no longer provide care for children in Scotland.

- viii. Were such policies and/or practices reviewed?

There were no formal written policies and procedures but guidelines would have changed according to the times.

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

The guidelines would have changed to meet the changes in society and professional guidelines regarding the care of children.

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

Substantive changes would have occurred over time. For example, originally only female staff were employed, however when children moved to smaller family groups both sexes would have worked with the children. For other examples see 4.5(a)x.

- xi. Why were changes made?

These changes would have been made to take account of the well-being of the children in accordance with changing professional guidelines. For example, to have role models for children in care, and so that the children had interactions with both male and female adults.

- xii. Were changes documented?

There are no records held of any changes.

- xiii. Was there an audit trail?

There are no records held of any audit trail.

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.

The Sisters no longer provide care for children in Scotland.

(b) Practice

Past

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

Yes, to the best of our knowledge.

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

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

Yes, to the best of our knowledge.

- iii. How was adherence demonstrated?

- Recruitment was the responsibility of the Local Superior.
- Some of the staff employed were former residents and pre-employment checks were made by the Superior before their employment.
- Induction of new staff was done by the Sister in charge of the children.
- Transfers to and from other establishments were not the norm.
- References were usually verbal.
- Some staff had an NNEB qualification or training in child care.
- Personal/professional development was encouraged.
- For serious reasons disciplinary actions were invoked.
- Dismissal was a last resort. Staff would get two verbal warnings and then a written warning.

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

There are no records held

- v. Were relevant records kept demonstrating adherence?

There are no records held

vi. Have such records been retained?

There are no records retained.

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

There are no records held.

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.

The Sisters no longer provide care for children in Scotland.

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?

There were no written policies or procedures however the Congregation and each House had guidelines in relation to visitors. These were verbal and were passed on from the Superior and the senior Sister in charge of the children to others working with the children.

Between 1930 and 1985 these guidelines would have changed to meet the times.

Parents, relatives, social workers, students on placement and friends of the children were encouraged to visit.

Visitors were made to feel welcome at week-ends, school holidays and birthdays. A visitors" book was used to record visits.

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

There was no aim or intention. The Sisters" approach reflected the practice of that era and the needs of the children.

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

There are no records held.

- iv. Who compiled the policies and/or procedures?
The Superior of the house and the senior Sister in charge of the children determined the guidelines in relation to visitors. In later years each child's Social Worker would also have been involved in decisions over visitors.
- v. When were the policies and/or procedures put in place?
These guidelines would have been put in place when the house first started to care for children. See 4.3(a)v.
- vi. Do such policies and/or procedures remain in place?
N/A. The Sisters no longer provide care for children in Scotland.
- vii. Were such policies and/or practices reviewed?
There are no records held.
- viii. If so, what was the reason for review?
There are no records held.
- ix. What substantive changes, if any, were made to the policies and/or procedures over time?
There are no records held of any changes.
- x. Why were changes made?
There are no records held.
- xi. Were changes documented?
There are no records held.
- xii. Was there an audit trail?
There are no records held of an audit trail.

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.
The Sisters no longer provide care for children in Scotland.

(b) Practice

Past

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

The Congregation are not aware of a specific policy. The practice that developed depended on the Local Superior.

- ii. How was adherence demonstrated?

N/A

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

N/A

- iv. Were relevant records kept demonstrating adherence?

N/A

- v. Have such records been retained?

N/A

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

N/A

Present

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

Yes.

- viii. If so, please give details.

The Sisters no longer provide care for children in Scotland.

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?

As far as we are aware there were no formal written policies or procedures. There were only volunteers at Edinburgh and Aberdeen (Lasswade). There

were no volunteers at Kilmarnock or Glasgow (Cardonald). See separate responses for the establishments.

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

See separate responses for the establishments.

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

See separate responses for the establishments.

iv. Who compiled the policies and/or procedures?

See separate responses for the establishments.

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

See separate responses for the establishments.

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

N/A. The Sisters no longer provide care for children in Scotland.

vii. Were such policies and/or practices reviewed?

See separate responses for the establishments.

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

See separate responses for the establishments.

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

See separate responses for the establishments.

x. Why were changes made?

See separate responses for the establishments.

xi. Were changes documented?

See separate responses for the establishments.

xii. Was there an audit trail?

See separate responses for the establishments.

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.

The Sisters no longer provide care for children in Scotland.

(b) Practice

Past

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

See separate responses for the establishments.

ii. How was adherence demonstrated?

See separate responses for the establishments.

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

See separate responses for the establishments.

iv. Were relevant records kept demonstrating adherence?

See separate responses for the establishments.

v. Have such records been retained?

See separate responses for the establishments.

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

See separate responses for the establishments.

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.

The Sisters no longer provide care for children in Scotland.

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?

The Congregation did not have a written policy in relation to complaints.

Each House had guidelines in relation to complaints and reporting. These were verbal and were passed on from the Superior and the senior Sister in charge of the children to others working with the children.

Between 1930 and 1985 when there were no longer any children in care in Scotland, these rules would have changed to meet the times.

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

N/A. There was no policy.

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

There are no records held.

- 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

- When a complaint was received the person in charge reported it to the Superior who discussed it with the Sister in charge before consulting her two Councillors. If the matter could not be resolved at this house level the child's social worker was informed and a meeting was convened to find a resolution. The intention was to deal with the complaint quickly at local level before involving Social Services.

- Complaints by children were dealt with by the Sister in charge and a senior member of staff.

- Complaints by staff were investigated by the Superior of the home.

- Complaints by third persons/family of children were dealt with by the Superior, Social Worker and the Sister responsible for the children in the group.

- Whistle blowing was not a well-understood concept at that time and there are no records of this happening.

- The Regional Superior and senior social workers offered support to the local Superior and her Councillors for those who made complaints or who were the subject of a complaint.

- The Sisters endeavoured to provide a timely response made to complaints.
- Serious complaints were reported to Social Services.

- v. Who compiled the policies and/or procedures?
The Superior of the house and the senior Sister in charge of the children compiled the guidelines in relation to complaints.
- vi. When were the policies and/or procedures put in place?
Guidelines would have been put in place when the house first started to care for children and these changes in line with changes in society and professional guidelines, and according to changes in government legislation. See 4.3(a)v above.
- vii. Do such policies and/or procedures remain in place?
N/A. The Sisters no longer provide care for children in Scotland.
- viii. Were such policies and/or practices reviewed?
There were no formal written policies however what was done in practice was decided by the Local Superior.
- ix. If so, what was the reason for review?
Procedures would have changed to meet the changes in society and professional guidelines regarding the care of children.
- x. What substantive changes, if any, were made to the policies and/or procedures over time?
There are no records held of any changes.
- xi. Why were changes made?
There are no records held.
- xii. Were changes documented?
There are no records held.
- xiii. Was there an audit trail?
There are no records held of an audit trail.

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.

The Sisters no longer provide care for children in Scotland.

(b) Practice

Past

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

The Congregation did not have a written policy in relation to complaints. The Congregation believes that the Superior and Sister in charge of the children would have tried to ensure that the guidelines in relation to complaints and reporting were adhered to.

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

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

The Congregation believes that the Superior and Sister in charge of the children would have tried to ensure that the guidelines in relation to complaints and reporting were adhered to.

iii. How was adherence demonstrated?

There are no records held

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

There are no records held.

v. Were relevant records kept demonstrating adherence?

There are no records held.

vi. Have such records been retained?

There are no records retained.

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

There are no records held.

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.

The Sisters no longer provide care for children in Scotland.

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?

See Section 4.9.

The Congregation believes that there were no formal internal investigations at Nazareth Houses in Scotland, and so there were no formal policies and procedures in place. If there was a problem with the children at any time the Local Superior and Senior Sister would look into this.

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

See Section 4.9.

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

See Section 4.9.

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

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

See Section 4.9.

- v. Who compiled the policies and/or procedures?

See Section 4.9.

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

See Section 4.9.

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

See Section 4.9.

viii. Were such policies and/or practices reviewed?

See Section 4.9.

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

See Section 4.9.

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

See Section 4.9.

xi. Why were changes made?

See Section 4.9.

xii. Were changes documented?

See Section 4.9.

xiii. Was there an audit trail?

See Section 4.9.

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.

The Sisters no longer provide care for children in Scotland.

(b) Practice

Past

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

See Section 4.9.

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

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

See Section 4.9.

iii. How was adherence demonstrated?

See Section 4.9.

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

See Section 4.9.

v. Were relevant records kept demonstrating adherence?

See Section 4.9.

vi. Have such records been retained?

See Section 4.9.

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

See Section 4.9.

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.

The Sisters no longer provide care for children in Scotland.

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?

As far as the Congregation is aware there was no formal written policy or procedure for child migration within the Congregation. There is no documentation held regarding any such policy.

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

The aim and intention of the child migration scheme was to offer children a better future in the new colonies. The scheme was run in conjunction with the British and Australian governments.

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

No records are held of any policies relating to child migration.

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

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

The Sisters were invited to participate in the emigration scheme which was initiated by the British and Australian Governments and the Catholic Church. Guidelines provided by the governments were followed:

- The majority of children were sent to the Congregation's own Houses and those of other religious Congregations and Orders within Australia. It was therefore presumed that these would be suitable homes for the children.
- Little or no information was given to children and/or parents after the children had migrated.
- Where parents or guardians of children were known to the Sisters they were asked for their consent to the migration of their children. Otherwise the Local Superior or her delegate would consent in accordance with their status *in loco parentis*.
- The Sisters first selected the children however they were then subject to routine immigration processes before they were accepted by the Australian authorities.
- All child migrants went through an official process where "an emigration officer from Australia House, London, examined them and they had educational, medical and psychological assessments."
- All requests for information from former child migrants have been answered as fully as possible by the General Archivist at Hammersmith Nazareth House.

The above information is obtained from Confidential Briefing Paper 2009: Sisters of Nazareth & Emigration by Dr. Peter Hughes 10 December 2009

v. Who compiled the policies and/or procedures?

There were no formal policies and procedures prepared by the Congregation. Guidelines were compiled by the British and Australian governments.

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

Government guidelines were put in place when the Sisters were first asked to send children to Australia.

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vii. Were such policies and/or practices reviewed?

The Sisters did not have their own policies and procedures to review. This was a government programme.
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viii. If so, what was the reason for review?

N/A.

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

The Sisters were not in a position to change government guidelines.

x. Why were changes made?

The Sisters were not in a position to change government guidelines.

xi. Were changes documented?

No records are held regarding changes to guidelines.
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xii. Was there an audit trail?

There are no records held of an audit trail.
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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.

The Sisters no longer provide care for children in Scotland.
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(b) Practice

Past

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

The Congregation adhered to the guidelines relating to child migration as passed on to them by the British and Australian governments.
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ii. Did the organisation/establishment adhere in practice to its policy/procedures in terms of child migrants relating to the following?

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

Yes, to the best of our knowledge.

iii. How was adherence demonstrated?

- The Sisters in each House adhered to the guidelines: The majority of children were sent to the Congregation's own Houses and those of other religious Congregations and Orders within Australia. It was therefore presumed that these would be suitable homes for the children.
- The Sisters tried to ensure that they adhered to the guidelines given to them with regard to the selection of children.
- Information was given to the children by government officials.
- As far as the Congregation is aware little or no information was given to children and/or parents after the children had migrated.
- Consent was obtained wherever possible.
- All requests for information from former child migrants have been answered as fully as possible by the General Archivist at Hammersmith Nazareth House.
- All children's papers were checked prior to migration.

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

There are no records held pertaining to adherence to the government guidelines. The Congregation do have some surviving records consistent with the Congregation's own record-keeping guidelines such as comments about children emigrating, dates and destinations in Observation and Disposal books.

v. Were relevant records kept demonstrating adherence?

See 4.11(b)iv above.

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- vi. Have such records been retained?
See 4.11(b)iv above.
- vii. If policy/procedure was not adhered to in practice, why not?
N/A.
- viii. How many children were sent as child migrants from the organisation's establishments, and where were they sent?
In total 71 children were sent as child migrant's from Nazareth Houses in Scotland: 33 from Aberdeen, 4 each from Kilmarnock and Glasgow, and 30 from Edinburgh.

In the surviving records held, the destination of child migrants was not systematically recorded. However for some children the Congregation today knows where they were sent. 8 boys went to Clontarf Boys' Town, 8 boys went to St. Joseph Farm & Trade School, 3 boys went to Castledare Junior Home, 8 girls went to Camberwell Nazareth House, 5 girls went to Geraldton Nazareth House, a brother & sister went to St. Joseph Home, Neerkoll, 1 boy went to St. Mary's Agricultural School, 1 girl went to Goodwood Orphanage.
- ix. What was their age and gender?
Aberdeen: Age range of child migrants 6-13 years. 25 boys, 8 girls
Kilmarnock: Age range of child migrants 9-12 years. 4 girls
Glasgow: Age range of child migrants 6-10 years: 4 girls
Edinburgh: Age range of child migrants 4-14 years: 30 boys
- x. Over what time period were children migrated from the organisation's establishments?
Children were sent to Australia from 1938-1963.
- xi. Who funded the child migration?
The British government funded child migration: they agreed that children under 12 years old should go free and children over 12 years would go under the existing assisted passage scheme costing 5-10 shillings per child. The Congregation were also reimbursed from the Australian Migration Scheme for the cost of outfits provided to the children prior to migration.
- xii. Who received the funding in relation to migrant children?
The Congregation.
- xiii. In general terms, how much was this funding?
This amounted to around 5-10 shillings per child.

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

All requests for information from former child migrants have been answered as fully as possible by the General Archivist at Hammersmith Nazareth House.

Present

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

Yes.

- xvi. If so, please give details.

The Sisters no longer provide care for children in Scotland.

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

Yes.

- 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?

The Congregation has provided an apology to those involved in the migration scheme. In addition the Congregation has worked with the Child Migrant Trust to help those who were migrated re-connect with their families. By way of example in 1991 the Congregation funded around 50 migrant children to return to the UK to visit and reengage with their families. In addition the Congregation has paid compensation to those who were migrated.

4.12 Records

(a) Policy

Past

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

In the earlier years there were no formal policies or procedures, rather there were guidelines and Regulations. Formal policies and procedures with regard to children's records were introduced in the late 1960s.

Prior to 1994 the Congregation did not have an archive. Each Nazareth House kept its own records. However, they did not have an archivist. Moreover, there was no standardised policy for storing documents. Rather each establishment followed relevant local guidelines regarding how long they were required to keep documents. Thus, most financial records were retained for seven years. Many documents were not retained following the

appointment of a new local superior. There was a good attempt to look after the children's records at each house. However, even documents that were retained were not stored in a consistent or organised fashion.

In 1994 Sister Bernard, Superior General, asked Dr Peter Hughes to set up an archive for the congregation. Initially Dr Hughes gathered documents from the houses at St Michael's and Hammersmith. Thereafter documents were also sent from other houses run by the Congregation.

It took some time for the children's records to be added into the archive. That only happened in or around 2003/2004. Prior to that most of the children's records were stored in St Michael's and the archivist was not involved.

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

In latter years when legislation was enacted the intention was to comply with that legislation.

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

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

Children: For children living at Nazareth Houses the early guidelines and Regulations (Regulations for Keeping the Various Book and Documents in the Congregation of the Poor Sisters of Nazareth 1925 & 1946) for keeping records specified that there should be:

- Registers of Children, recording names of children written in full, dates of birth, names and occupation of parents, details of baptism, information regarding the source of recommendation/referral, dates of admission, death or discharge, and other pertinent observations.
- Disposal Books, recording addresses and information about the welfare of children who had left Nazareth Houses.
- Discharge Books, signed by the relative or other person taking a child away from Nazareth House.
- Observation Books, recording any other information given to the Sisters about the children upon admission not covered by the Register entries.
- Register of Sacraments, recording dates of first confession, first Holy Communion and Confirmation.

- Address Books, recording addresses of the children's relations.
- Inventory Books recording the possessions and clothing brought into the house by children.

The above record books were maintained throughout the period the Sisters cared for children in Scotland. However from the late 1960s formal policies and procedures also required that each child should have a medical and dental record, written records of any reviews held, and of care plans. In addition each group of children within a house would also keep a daily diary book, a fire regulations book, a log book and a punishment book.

Staff: Prior to the late 1960s there were no records of formal policies or procedures regarding staff. For the most part if the Sisters did have staff, they would have been older girls who could not find employment outside Nazareth House. When staff were employed they would have had individual files containing their personal details, cvs, Training ,qualifications and references etc.

Complaints: In earlier years the local Superior or senior Sister would have dealt with any complaints. In later years groups within houses kept "Complaints" Books, and a child's Social Worker would also have become involved if a child complained. After an initial investigation by the Sister in charge, if deemed necessary the child's Social Worker would then investigate the complaint. There are no surviving "Complaints" Books in the General Archive for the Scottish Nazareth Houses.

Discipline: Discipline would have been dealt with according to Congregational guidelines. After the late 1960s Punishment Books were kept for each group of children within a house.

Child Migrants: Some records were kept for child migrants within the Registers and record books described above.

There are no records held regarding policies or procedures for responding to former residents for information or records. However, in later years, all such requests have been dealt with as fully and as sensitively as possible.

iv. Who compiled the policies and/or procedures?

In the earlier years the guidelines and regulations were compiled by the Superior General and her Councillors. From the late 1960s policies and procedures were compiled by the Catholic Children's Society and Local Authorities.

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

Guidelines and Regulations would have been put in place when the house first started to care for children. See 4.3(a)v above. Formal policies and procedures were put in place as soon as the Sisters were made aware of them.

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

N/A. The Sisters no longer provide care for children in Scotland.

vii. Were such policies and/or practices reviewed?

Yes, Regulations and policies and procedures were reviewed. The Sisters retain the Regulations for 1925 and 1946. They believe that there were other editions prior to and after these dates, however they are not retained.

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

Regulations, policies and procedures were reviewed in order to keep abreast of changes within child care, as developed by professional bodies and legislated by government.

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

A substantive change occurred from the late 1960s onwards with the introduction of case files and written reviews for children.

x. Why were changes made?

Changes were made in line with the policies and procedures put in place by the Catholic Children's Society and Local Authorities.

xi. Were changes documented?

The Congregation believe that changes were documented.

xii. Was there an audit trail?

There are no records held of an audit trail.

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.

The Sisters no longer provide care for children in Scotland.

(b) Practice

Past

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

Local Superiors tried to ensure that the regulations, policies and procedures in relation to record keeping were adhered to. The Local Superiors

overviewed the implementation of the policies. However, the Sisters in charge were responsible for implementation.

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

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

Regulations, policies and procedures in terms of record keeping were adhered to in relation to children's records and files.

No records were kept centrally for employed staff, although in later years legislative requirements would have been adhered to on a local level with staff information being held for the statutory period.

From the late 1960s Complaints" Books were kept.

There are no records held regarding investigations.

From the late 1960s Punishment Books were kept.

Records for child migrants were kept within the Children's Registers and record books. There are no records held indicating a special policy for the keeping of records for child migrants.

In later years, comprehensive records have been kept regarding requests for information from former residents, however, as far as we are aware there were no policies or procedures regarding this.

iii. How was adherence demonstrated?

Adherence was demonstrated in the registers, record books and case files kept. These records were checked at Visitations by Regional and General Visitators, and by external authorities. In addition all the registers and record books were checked at General and Regional Visitations, and comments made.

iv. Were relevant records kept demonstrating adherence?

Yes, records were kept demonstrating adherence.

v. Have such records been retained?

Some records have been retained and are now held in the General Archive. The General Archive of the Congregation of the Sisters of Nazareth was not set up until 1994, some nine years after the last Children's Home had closed

in Scotland. Prior to this there was no central place within the Congregation for the repository of records. The Sisters nevertheless tried to ensure that the Children's personal records were stored securely either within the house itself, at another house or at the Regional House. We refer to answer 4.12(a)i.

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

The policies and procedures were adhered to.

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?

When allegations were made records were reviewed by the Congregation.

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

Reviews took place from the late 1990s. In most instances the only available information was formal details of the dates and location where a child had been resident. There was not material in the archive indicating that there had been abuse.

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

By the time the reviews were undertaken the Congregation had stopped providing care for children in Scotland.

x. What changes have been made?

N/A: see answer 4.12(b)ix.

xi. How are these monitored?

N/A: see answer 4.12(b)ix.

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

Yes.

xiii. If so, how was that facilitated?

In earlier years various Sisters answered enquiries from former residents, either from information held at individual houses or from information held at the Regions or at Hammersmith. From the late 1990s all such enquiries have been dealt with by the archivists (with liaison with General Councillors where necessary or appropriate.)

xiv. If not, why not?

N/A

Present

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

Yes.

- xvi. If so, please give details.

The Sisters no longer provide care for children in Scotland. Nonetheless, they have retained some records. Those records are now held within their Archive.

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

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

- a) The History of the Foundation. This is a book that was kept at each establishment regarding the events at that particular home. On occasion the Superior General would ask for particular events or comments to be recorded in those books. However, not all of them were retained.
- b) The Constitutions of the Congregation of the Sisters of Nazareth. This defines who the Sisters are as a congregation and guides their way of life.
- c) The Register of Sisters for each establishment.
- d) Books detailing the Sisters' vows at each establishment.
- e) The Council Book of each establishment. This minuted the regular meetings of the local superior, the bursar and the council members.
- f) The General Chapter Minutes. These were minutes of meetings that were held every six years to elect sisters to different positions in the organisation, to review the events of the previous six years and to plan for the future.
- g) Minutes of the Northern Region Council Meetings. These are minutes of meetings held between the Regional Superior and the two Sisters who act as her Councillors
- h) Directories of the Congregation. These contained guidance from the Superior General on how the sisters were to carry out their employment.
- i) Registers of the children resident at each establishment. These

registers contained basic personal information including: name, date of birth, place of birth, place of baptism, parents' details, parents' occupation, who recommended the child be admitted, date of admission, date of discharge and date of death. However, many of the registers were not complete or filled in and there were many anomalies or errors.

- j) Visitors' books. Very few of these have survived. They tended to be for the entire establishment as opposed to the children's home within the establishment. The visitors' books particular to the children's homes have not survived.
- k) Observation books. These were used prior to the children's details being entered into a register. They included additional details such as: the circumstances of the admission; who brought the child to the home; where the child had come from; why the child had been referred to the home and who was paying any maintenance.
- l) Daily diary notes of each establishment. However, these were only recorded in the later years.
- m) Punishment books. However, these were only recorded in the later years.
- n) Pocket money books. However, these were only recorded in the later years.
- o) Employment registers of the sisters.
- p) Discharge Registers. These detailed when the children left the establishment and where they went.
- q) History of Case. This was a background of the case.
- r) Progressive Case History. This was ongoing information about the child's progress
- s) Medical records and certificates.
- t) Reports. These were reports prepared by various organisations/people.
- u) Correspondence.
- v) Application forms. These were applications to the children to be admitted into the homes.
- w) Memoranda regarding Children's Hearings.
- x) Care plans. However, these were only used in the later years.
- y) Birth and baptism certificates.
- z) Photographs.