Section 21 Enquiry (Fostering) Part D

Case File Audit Methodology:

In order to gather information for the response to the Inquiry, a team of social workers experienced in child protection and/or fostering was tasked with auditing case files of children who were in the care of the local authority and its predecessors during the time period relevant to the review. An audit of 292 children's case files was used to identify children who may have experienced abuse in foster care. The case file audit was used as a tool to gather both quantitative and qualitative data to inform the response to the Enquiry.

Information Required	Response						
5. Abuse 5.1 Nature	a) What was the nature of abuse and/or alleged abuse of children in foster care, for example, sexual abuse, physical abuse, emotional abuse?						
	Findings from the case file audit have shown that four types of abuse have been reported by children in foster care – physical abuse, sexual abuse, and emotional abuse and neglect. We found no evidence of widespread use of children in foster care to provide manual labour in their placements in any time period.						
	Over the period of time the review covers there have been very significant changes both in societal attitudes to the physical chastisement of children, and to the law in this area. It was evident from the review of historical case files that there were incidents which took place in the past, which were not at the time viewed as child abuse, and which were within the parameters of parental disciplinary behaviour at those times, but which would now be clearly unacceptable and potentially criminal in nature.						
5.2 Extent	a) What is the local authority's assessment of the scale and extent of abuse of children in foster care?						
	Confirmed or suspected abuse was found in 5% of the cases reviewed as part of this exercise. This number is likely to be artificially high however due to selection bias. Files audited were not all selected at random, a significant number of children's files were reviewed either because they had been in placement with foster carers about whom some concerns were evident from Fostering Panel minutes (e.g. de-registration minutes), and some files were selected for review because they had been placed with other children for whom file audit activity identified an increased risk of abuse of						

others. This will have tended to skew higher the number of cases in which potential abuse was evident than would have been the case if all the files reviewed were selected randomly.

The rate of abuse in foster care in countries comparable to Scotland has been estimated at 4% in a research review commissioned by the Inquiry (The abuse of children in care in Scotland: A research review - Summary report, p7). With the information considered above explaining a potential selection bias towards cases more likely to indicate abuse, it is therefore likely the prevalence of abuse in foster care in East Ayrshire is either broadly in line with the best estimate of comparable countries, or lower.

b) What is the basis of that assessment?

A sample of 340 file reviews took place, covering the period from 1955 – 2016. Of these, there were 17 children whose case file reviews prompted further self-assessment reviews due to alleged or confirmed abuse in foster care being evident, in total there were 18 substantive allegations of abuse of some type within these 17 children's files. This comprised 5% of the sample [One of these was excluded from the sample as the alleged abuse was more of a practice issue, and occurred when the child was in a supported care placement, not foster care]. Additionally, review took place of all fostering panel minutes from 1996– 2014.

Table of Identified Abuse Concerns

Child	Date of Allegation	Abuse Type	Category of alleged perpetrator
Child 1	Dec-00	Physical	Foster Carer
Child 2	Jan-73	Physical	Foster Carer
Child 3	Jun-06	Physical	Family Member of carer
Child 4	Not recorded	Physical	Foster Child
Child 5	Jan-05	Sexual	Foster Child/ Sibling
Child 6	Aug-04	Physical	Foster Carer

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Child 7	Feb-00	Physical	Foster Carer
Child 8	Mar-10	Sexual	Foster Child
Child 9	Jun-77	Physical	Foster Carer
Child 10	May-01	Physical/Sex ual	Family Member of carer
Child 11	Mar-09	Sexual	Friend/ Acquaintance of foster carer
Child 12	Jan-05	Physical	Foster Carer
Child 12	Feb-05	Sexual	Foster Child
Child 13	Not recorded	Physical/Em otional	Foster Carer
Child 14	Not recorded	Physical- Retracted (likely false allegation)	Foster Carer
Child 15	Mar-01	Physical	Foster Carer
Child 16	Aug-95	Sexual	Not identified
Child 17	Jun-99	Physical	Foster Carer
From these self-asse foster care. Accurate records of	ssment reviews there were complaints and allegations	18 complaints or r by or against foste	ed abuse of children in foster care? reports of abuse or alleged abuse from 17 children in r carers have been retained from 2013 onwards and f reference of the Inquiry. Prior to 2013, it would be

expected that correspondence regarding complaints, and complaint outcomes, would be placed in the child and/or foster carer's file. Against how many foster carers have the complaints referred to at (c) above been made? d) Of the eighteen complaints or allegations, ten were against foster carers. Full details in table above. How many foster carers have been convicted of, or admitted to, abuse of children? e) From this sample no foster carers were convicted of any criminal offence. At the time of writing this report we are not aware of any East Ayrshire Council foster carer being convicted for abuse of a child in their care. How many foster carers have been found by the local authority to have abused children? f) Between 1996 and May 2020, two fostering families were found to have abused children and were de-registered. Both of these situations occurred out with the period of time the Inquiry is focussing on, i.e. 2015 and 2020 respectively. In the first of these cases carers were found to have used inappropriate physical restraint/ control measures on children. In the second case a foster carer was de-registered due to two allegations of physical abuse by children placed with the carer. The first allegation was not able to be corroborated and the child had already moved to another placement. The second allegation was very similar in nature to the first and this was deemed as a significant concern as the two allegations tended to reinforce each other. A meeting of the Fostering and Resources Panel on 21 March 2020 agreed to de-registration of the carer, but did not explicitly state that they found the allegation to be established. This matter was referred to Police who undertook an investigation, but there was insufficient evidence to warrant a prosecution. Both boys were moved to an alternative placement whilst a Child Protection Investigation was carried out. **Results of Case File Audit Sample and Self-Assessment Reviews:** Of the 10 complaints against foster carers 9 would, in the assessment of the reviewer, have constituted abuse of a child. Two of these would possibly not constitute physical abuse within the standards at the time they occurred but would likely constitute abuse today.

g) Against how many family members of foster carers have complaints been made in relation to alleged abuse of children?

Extensive case file audits revealed a very small number of cases of apparent abuse of a child in foster care by a member of the foster carer's family.

Two of the complaints were against the adult son of a foster carer, the same person being the alleged perpetrator in both incidents, these date from 2001 and 2006. A third allegation was found which *may* have been against the child of a foster carer, but the child making the disclosure was unable to identify who had harmed him, the carer's child, or another foster child who had been in placement (1995).

h) How many family members of foster carers have been convicted of, or admitted to abuse of children?

None.

i) How many family members of foster carers have been found by the local authority to have abused children?

No family members of foster carers have been formally found to have abused children in foster care, via prosecution, outcome of child protection investigation, or the decision of a Fostering Panel. Case file audit and subsequent review of cases of interest identified one incident of sexual abuse and one of physical abuse which are alleged against one individual named in the table above who was the adult son an East Ayrshire Council foster carer.

j) Against how many other children placed in foster care in the same placement have complaints been made in relation to the alleged abuse of children?

Four of the complaints were against other children in the same foster care placement (one of these was a sibling of the child making the allegation).

k) How many other children placed in foster care in the same placement have been convicted of, or admitted to abuse of children?

None.

	 I) How many other children placed in foster care in the same placement have been found by the local authorit to have abused children? See j) above, whilst there was no official 'finding' that the abuse occurred in these instances, it is appears from the case
	records that the alleged event, or similar event was likely to have taken place.
5.5 Timing of Disclosure/Complaint	a) When were disclosures and complaints of abuse and/or alleged abuse of children in foster care made to the local authority?
	Six reports of alleged abuse were made on the same day of the alleged abuse.
	One report of alleged abuse was made within 7 days of the alleged abuse.
	Two reports were reported 4 weeks after the alleged abuse.
	One report was made 4 months after the alleged abuse.
	One report was made 14 months after the alleged abuse, with the remainder of the allegations not having sufficie information to determine the timeframe for reporting of the abuse.
	b) To what extent were complaints and disclosures made while the abuse or alleged abuse was on-going or recer
	Of the incidents where abuse was alleged within a short time frame, these tended to be either one off incidents allegations were incidents of abuse between children witnessed by carers or reported by family members. There was evidence of abuse being ongoing following the allegations, although one instance of abuse between siblings involve ongoing risk of abuse as the children continued to live together.
	c) To what extent were/are complaints made many years after the alleged abuse i.e. about non-recent abuse?
	See above- the vast majority of children, or complaints about abuse to children, occurred relatively close to the time the abuse. Of the concerns about sexual abuse, two of these were incidents where older children were found either the act of abusing a younger child, or immediately afterwards We did not find any reports of complaints being mar regarding historical abuse, although it is possible that if allegations are made many years later that these would n necessarily be filed in the case records from the child's period of being in care.

	d) Are there any patterns of note in terms of the timing/disclosure of abuse and/or alleged abuse? No specific patterns have emerged.
5.4. External Inspections	a) What external inspections have been conducted relating to children in foster care which considered issues relating to abuse and/or alleged abuse of children?
	We did not come across any evidence of external inspection relating to children in foster care which considered issues related to abuse and/or alleged abuse. There has been no centralised recording of such inspections kept prior to 2006, but of the files audited, none showed such external inspection activity.
	b) Who conducted the inspection?
	See above.
	c) Why was the inspection conducted?
	See above.
	d) When was the inspection conducted?
	See above.
	e) What was the outcome of the inspection in respect of any issues relating to abuse or alleged abuse of children in foster care?
	None noted.
	f) What was the local authority's response to the inspection and its outcome?
	None noted.

	 g) Were recommendations made following the inspection? None noted. h) If so, what were the recommendations and were they implemented? Not applicable. i) If recommendations were not implemented, why not?
	Not applicable.
5.5 External Investigations	a) What external investigations have been conducted relating to children in foster care which have considered issues relating to abuse and/or alleged abuse of children?
	Please see further information below relating to Police investigations. Aside from Police investigations, none of the case files audited contained records of external investigations of alleged abuse.
	For each such external investigation please answer the following:
	b) Who conducted the investigation?
	Not applicable.
	c) Why was the investigation conducted
	Not applicable.
2	d) When was the investigation conducted?

	Not applicable
	e) What was the outcome of the investigation in respect of any issues relating to abuse or alleged abuse of children in foster care?
	Not applicable
	f) What was the local authority's response to the investigation and its outcome?
	Not applicable
	g) Were recommendations made following the investigation?
	Not applicable
	h) If so, what were the recommendations and were they implemented?
	Not applicable
	i) If recommendations were not implemented, why not?
	Not applicable.
5.6 Response to External Inspections/Investigations	a) What was the local authority's procedure/process for dealing with external inspections and/or investigations relating to abuse, and/or alleged abuse of children in foster care?
	During the review of East Ayrshire Council's policy and procedure, no reference has been found regarding response to external inspections or investigations relating to abuse or alleged abuse of children in foster care.

	 b) What was the local authority's procedure/process for responding to the outcomes of such external inspections and/or investigations? See above- no information has been found relating to this matter. c) What was the local authority's procedure/process for implementing recommendations which followed from such external inspections and/or investigations? See above- no information has been found relating to this matter.
<u>5.7 Impact</u>	 a) What is known about the impact of abuse on those children in foster care who were abused, or alleged to have been abused? For the 17 children or young people whose case file audit contained evidence of confirmed or alleged abuse, a further process was undertaken. This comprised of a self-assessment review intended to reflect on the investigation process, whether risks could have been anticipated, and also to provide information, where possible, of the harm resulting to the child/ young person. The self - assessment used the following categories to reflect on the impact abuse may have had on the children or young people: No evidence of harm Not enough information to comment Evidence of prolonged distress/ trauma Evidence of minor physical injury Evidence of long term trauma/ distress
	 Potential for long term trauma/ distress The tables below show data accrued during this exercise in relation to the impact of abuse on the relevant children. The review exercise did not find evidence of a direct connection between these adverse events, and the later outcomes for

the children or you these young people It should be noted below, as two incid	le, in a d that	ddition to th although th	e factors wh ere were 17	ich broug children	ght them into th involved, there	e care syste	m.
Impact on child at t	time o	of incident/	disclosure of	incident			
Evidence of Distre at time of incider disclosure			ation Record e effect on son		No evidence child/young p distressed at t	erson was	Total
7		10			1		18
4		emotional			5		18
Evidence in case re Evidence of Long term harm	ng li	of long term Insufficient assess			No Harm Evid	ent	Total
4		13			1		18
For some of the chi	hildren	/ young peo	ple more tha	n one ca	tegory could be	applied, see	table be
No Not eviden enoug ce of inform harm on comm	mati to	Eviden ce of distres s at time of incide	Evidenc e of prolong ed distress / trauma	Evider ce o minor physic al injury	f e of significa nt injury	Eviden ce of long term traum a/ distres	Potential fo long term traum a/ distres

1	7	6	1	2	0	3	4	
person's the follo	post abuse wing indicat	experiences u tors were used	ip to the poir to make an	nt they had	no further in			13 children or young services. In doing so,
Indicator	's of long te	rm harm or tr	auma					
	Mental Relation Use of Substar	ment with Cri Health Issues nship Difficult Violence nce Misuse opriate Sexual	es	Services				
any of th have bee	e six highlig n a number	ted indicato of protective	rs. In one of factors whic	these cases h would ha	the child wa ve helped in	as adopted after	er the experie nent. In the o	g person experienced nce and there would other case, the young y received.
 Constraints and the second se Second second s	is in a secu	and the second of the doll from	•	C. C				rices (one is in prison, t period and two are
indicator	s of long-ter		uma e.g. cor	tact with C	riminal Justic	e Services, mei		tion of the following ficulties, relationship
b) W	here does t	he local autho	ority's know	edge/asses	sment of the	at impact com	e from?	
 See abov	e- case file	audits and rev	iew of electr	onic case re	ecords.	-38B		

	 c) What is known about the impact of abuse on the families of those children in foster care who were abused, or alleged to have been abused? No information relevant to this was uncovered during case file audit and review process. d) Where does the local authority's knowledge/assessment of that impact come from? See c)
5.8 Known Abusers and Alleged Abusers	See Appendix 1.
5.9 Specific Complaints	See Appendix 2.
5.10 Civil Actions	 a) How many civil actions have been brought against local authority relating to abuse, or alleged abuse, of children in foster care? There have been no civil actions brought against the local authority relating to abuse, or alleged abuse of children in foster care.
	 For each such civil action, please answer the following: a) Who brought the action? b) When was the action brought? c) Against whom was the action brought? d) What was the nature of the abuse, or alleged abuse, to which the action related? e) What were the names of the persons said to have, or alleged to have, committed abuse? f) When/over what period was the abuse said, or alleged, to have taken place? g) How did the action progress?
	 h) What was the outcome? i) Was the action settled on a conditional basis of confidentiality?

	 j) Who was/were the local authority's legal representative(s) in relation to the civil action? k) Did the local authority carry insurance for meeting civil claims at the time the action was live? l) How/where can copies of the court papers relating to the civil action be made available to the Inquiry?
5.11 Criminal Injuries Compensation Awards	 a) Has any criminal injuries compensation been awarded in respect of abuse, or alleged abuse, of children cared for in foster care? None in relation to cases audited and reviewed. b) If so, please provide details if known. Not applicable
5.12 Police	 a) How many complaints of abuse of children in foster care have been made to the police? Eight of complaints or allegations were referred to the police. Seven of these resulted in some degree of police investigation. The other case was referred back to East Ayrshire Council to deal with under Child Protection processes In relation to each known complaint to the police, please answer the following questions: Allegation/Complaint 1 – Child Seven a) Who was the alleged abuser or abuser? Mr and Mrs There were two separate incidents b) Did the police conduct an investigation in relation to the complaint? Yes, for both complaints

c) If so, who conducted the investigation and when?

Incident one took place on 02.02.2000. An alleged assault was reported by Child Seven to Cumnock Police. No names are recorded in Child Seven's file except Police Surgeon, Dr. Lennox, who examined Child Seven.

Incident two took place on 31.07.2000. An alleged assault by Child Seven was reported to police by Mrs. During interview Child Seven made a counter claim that Mrs. assaulted him. Sgt. Wallace Burgess from FACU Strathclyde Police was involved.

d) What was the outcome of the police investigation?

For Incident one the medical evidence was inconclusive so no further action taken by the police. For Incident two, no further action was taken after stated he did not wish to press charges.

e) What was the organisation/establishment's response?

A Child Protection Investigation took place for both incidents. No further action was taken after incident one and Child Seven returned to the care of Mr. and Mrs. Workers recorded that they believed there was substance to the claim and that Child Seven was telling the truth when he said Mr. had assaulted him with a metal bath rack. A plan was put in place to further support the placement.

After incident 2, at Child Seven's request, he was moved to another placement. The Child Protection report concluded: "The final opinion is that something did occur but this will never be fully proven either way. The placement has run its full course and [Child Seven] must be accommodated elsewhere."

Allegation/Complaint 2 - Child Ten

a) Who was the alleged abuser or abuser?

Adult son of Mrs Foster Carer.

b) Did the police conduct an investigation in relation to the complaint?



Yes.
c) If so, who conducted the investigation and when?
The investigation commenced on 19.04.2001, a year after Child Ten had moved from the placement where the abuse was alleged to have taken place. This was carried out by Constable Leigh Moffat of Strathclyde Police, Division U, Ayr (Female and Child Unit).
d) What was the outcome of the police investigation?
In the course of the investigation Child Ten was joint interviewed on two occasions. Also, her younger sister who was in placement with her at the time was interviewed. In addition, a witness statement was taken from her foster carer at the time she made her disclosure.
The police concluded that due to a lack of evidence at that time, no further action would be taken on their part. A report was submitted to the Children's Reporter for consideration.
e) What was the organisation/establishment's response?
A Child Protection Investigation was carried out by Social Worker Nancy Moffat. On 01 June 2001 she wrote to the Children's Reporter to advise no further hearing was required as the children no longer had contact with the alleged perpetrator and were in a different placement. This letter also stated that a subsequent investigation was carried out regarding the perpetrator and the suitability of placing further children within the home. However, no details of this investigation or any outcomes are contained within Child Ten's files, or in the foster carer's files.
Allegation/Complaint 3 – Child Six
a) Who was the alleged abuser or abuser?
Mr 📕 (Foster Carer).
b) Did the police conduct an investigation in relation to the complaint?

X	0
	Yes.
	c) If so, who conducted the investigation and when?
	On 14 September, 2004 a Joint Investigative Interview was undertaken by Detective Constable Martyn Hopkins, Family Protection Unit, Ayr Police Office and Norma Hall, Social Worker, East Ayrshire Social Work.
	d) What was the outcome of the police investigation?
	The complaint was in relation to Child Six having been physically restrained and threatened by Mr DC Hopkins contacted East Ayrshire Council to establish whether or not Mr. had been trained in physical restraint techniques. He had, and therefore DC Hopkins conclusion was that this as a "no crime" complaint; that in essence Mr. s actions were justified by Child Six's behavior. Also, while the threats made against Child Six had been inappropriate they too did not amount to a crime. No further action was taken against Mr. although he appears to have been interviewed as part of the process.
	e) What was the organisation/establishment's response?
	Records within Child Six's files show that Social Services Fostering Section made their own investigation into this situation and dealt with the issue internally. Mr was de-registered as a foster carer in November 2004 due to an accumulation of concerns regarding his suitability, which this allegation was a factor in.
	Allegation/Complaint 4 – Child Twelve
	a) Who was the alleged abuser or abuser?
	Ms (Foster Carer).
	b) Did the police conduct an investigation in relation to the complaint?
	Yes.

c) If so, who conducted the investigation and when?
A Joint Interview of Child Twelve was undertaken by DC Fiona Sinclair and Janice Littlejohn, Social Worker on 04 February 2005. A Joint interview of potential witness Other Foster Child took place on 07 February 2005 by DC Martin Hopkins and DC Fiona Sinclair.
d) What was the outcome of the police investigation?
The interview was inconclusive in terms of Other Foster Child's credibility as an alleged witness. The Police and Social Workers opinion was that the child had not witnessed the incident as they were able to establish that he had not been staying with Mr. and Mrs. on the date of the alleged assault.
No charges were made against Mrs.
e) What was the organisation/establishment's response?
A parallel Child Protection Investigation took place. No further was action taken in respect of Child Protection proceedings due to a lack of corroboration and the fact that Child Twelve had already been moved to new placement following the allegations. However, the Child Protection report noted "that on balance of probability, bearing in mind the detail offered by [Child Twelve], there is probably some truth to the allegation and therefore an internal enquiry may be indicated"
It was recommended that the issue regarding the Carers was to be fully investigated by Fostering Team. The outcome of this was not recorded in Child Twelve's case record.
Allegation/Complaint 5 – Child Twelve (6 years 7 months at time)
a) Who was the alleged abuser or abuser?
Older Male Foster Child (age 15 years at time).
b) Did the police conduct an investigation in relation to the complaint?

Yes.
c) If so, who conducted the investigation and when?
Child Twelve was joint interviewed on 14 February 2005 and made a clear disclosure of sexual assault. The joint Interview undertaken by DC Fiona Sinclair and Janice Littlejohn, SW. It was noted that Child Twelve was medically examined.
d) What was the outcome of the police investigation?
Alleged perpetrator was formally charged with lewd and libidinous practices and behavior, and the case was referred to the Procurator Fiscal. It was then referred on to the Scottish Children's Reporter's Administration, who decided, in January 2006, that no further action should take place. It appears that the evidence offered was inconclusive.
e) What was the organisation/establishment's response?
A Child Protection Investigation was initiated at the same time of the incident, however a decision was made that there was no need to continue under these processes due to the ongoing criminal investigation and the fact that the alleged perpetrator was no longer in placement. A recommendation was made that Child Twelve be offered counselling services if thought appropriate, and that consideration was to be given to an application for criminal injuries compensation.
Allegation/Complaint 6 – Child Eleven
a) Who was the alleged abuser or abuser?
Mr (adult male from community).
b) Did the police conduct an investigation in relation to the complaint?
Yes
c) If so, who conducted the investigation and when?

	ctive Constables Lynn McConnachie and colleague Fraser on 12.03.2009. From records the name of the Family ection Unit supervisor is illegible.
d)	What was the outcome of the police investigation?
Construction of the second	was charged with lewd and libidinous practices and behaviour. The police referral suggests that the charge was e in respect of a neighbour of Child Eleven and not for Mr
е)	What was the organisation/establishment's response?
A ho	me visit was carried out by Social Worker Alison McCormick. No further action is recorded in respect of this incident.
Alle	gation/Complaint 7 – Child Fourteen
a)	Who was the alleged abuser or abuser?
Mr	(Foster Carer with North Ayrshire Council).
b)	Did the police conduct an investigation in relation to the complaint?
Yes.	
c)	If so, who conducted the investigation and when?
was	Fourteen made a disclosure of alleged historical abuse 17 February 2015. Case records note that an investigation carried out by Gillian Brown (Social Worker) East Ayrshire Council in conjunction with health staff, police and North hire Social Work department.
Ther	e are no names of any individual police officers recorded in the case notes.
d)	What was the outcome of the police investigation?

As part of the overall investigation Child Fourteen visited his GP for examination on 06 March 2015. The GP's report suggested that marks on his body were not as a result of any physical injury. On 22 April 2015 Police advised they were taking no further action but offered Child Fourteen the opportunity to make an individual complaint if he wished. Child Fourteen subsequently advised that the allegations made were false. e) What was the organisation/establishment's response? On 14 May 2015 agreement was reached with all parties still involved in the investigation that there was no evidence to warrant any further action.
a) To what extent has the Crown raised proceedings in respect of allegations of abuse of children in foster care? None of the cases of abuse or alleged abuse of a child in foster care led to Crown proceedings.
In relation to each time the Crown has raised proceedings, please answer the following questions:
 a) What is the name of the person(s) against whom the proceedings were raised? b) What was the nature of the charges? c) What was the outcome of the proceedings, including disposal/sentence if there was a conviction? d) What was the local authority's response to the proceedings and outcome?