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24 January 2020

24 JAN 2020

The Rt Hon Lady Smith
Chair
Scottish Child Abuse Inquiry
Edinburgh
EH7 9EA

Dear Lady Smith

Section 21 Notice – Foster Care Case Study

I refer to your correspondence of 27th August 2019 regarding the completion of the questionnaires relating to the above mentioned study. As previously agreed many of the Appendices are the same as previous submissions on behalf of Glasgow City Council. Additional Appendices are attached which are discreet to this return.

We have made every effort to complete the questionnaire and are happy to provide any additional information to the Inquiry Team.

As requested in the Guidance Notes for Completion, Susanne Millar is the Officer who will respond to all parts of the Report.

If you do require any further information or clarification, can you contact Susanne Millar, Interim Chief Officer, Commonwealth House, 32 Albion Street, Glasgow G1 1LH or by telephone on [REDACTED] or by email at [REDACTED]

Kind regards.

Yours sincerely

**ANNEMARIE O'DONNELL
CHIEF EXECUTIVE**

APPENDIX

Part A – Background

1. Characteristics

1.1 History of the Local Authority

- a) Over the period from 1930 to date, please provide details of the predecessor authorities for the local authority area for which the authority is now responsible, and the time periods during which these authorities were the responsible authority for the area, or any part thereof.

Under the terms of the Local Government (Scotland) Act, 1994, Glasgow City Council was established as the unitary authority for the City of Glasgow. Its boundaries were those of Glasgow District (1975-1996) less Toryglen/King's Park, Rutherglen/Fernhill and Cambuslang/Halfway areas.

In relation to both education and social work functions, The City of Glasgow's direct predecessor was Strathclyde Regional Council, which operated between 1975 and 1996, in terms of the Local Government (Scotland) Act 1973. Under this Act, the City's boundaries were expanded to include the following areas in the County of Lanark: Burgh of Rutherglen; Cambuslang/Halfway; Carmunock; Baillieston, Garrowhill, Mount Vernon, Carmyle, and Springboig.

From 1930 to 1975, education and social work (or the equivalent) were the responsibility of the Glasgow Corporation in terms of the Local Government (Scotland) Act 1929. Glasgow succeeded the following authorities:

Education

From 1919 to 1930, education was administered in terms of the Education (Scotland) Act 1918. This was administered by various Education Authorities (previously School Boards) which inherited by Glasgow in 1930: Glasgow; Cathcart and Eastwood.

Poor Law

From 1845 to 1930, poor relief was administered in terms of various Poor Law (Scotland) Acts from 1845 to 1927. These were administered by various Parochial Boards (Parish Councils from 1894) which were inherited by Glasgow in 1930: Glasgow and Barony, united in 1898 to become Glasgow City; Cathcart; Eastwood (Pollokshaws) and Govan.

Current Position

Glasgow City Council has delegated the operation of children and family Social Work Services to Glasgow Health and Social Care Partnership (GHSCP) through the Integration Joint Board and therefore the various references to Glasgow City Council Senior Management Team should be referred to as Glasgow Health and Social Care Partnership (GHSCP).

All subsequent references to "local authority" mean the local authority and its statutory predecessors.

All references to "foster care" include boarding out with private families.

- b) When and how did the local authority become involved in the provision of foster care for children in Scotland?

Glasgow City Council and its predecessors provided residential care from the 18th century for the poor children of the city. From the 16th century until the establishment of Parochial Boards (later Parish Councils) under the Poor Law (Scotland) Act 1845, the (Church of Scotland) parish or parishes in each area were responsible for the poor. In Glasgow the parishes asked the Town Council for help and in 1733 it built the Town's Hospital, which was partly an orphanage. Many children were boarded-out/fostered to country areas or housed in the Town's Hospital during this time

Under the various Poor Law Acts from 1845, the care of children who were deprived of a normal home life was undertaken by the poor law authorities who boarded them out to country areas, or less usually, in a poor house.

The Local Government (Scotland) Act 1929 (19 & 20 Geo. V, c.25) abolished parish councils (formerly Parochial Boards) and Education Authorities (formerly School Boards) and other bodies, and transferred their powers to County Councils, large burghs and to the four counties of cities in Scotland, of which Glasgow was one.

- c) How has the involvement of the local authority in the provision of foster care changed/developed over time?

Glasgow Corporation inherited the responsibility for boarded-out from the previous Education and Poor Law Authorities in 1930, under the terms of the in terms of the Local Government (Scotland) Act 1929. The Children and Young Persons (Scotland) Act, 1932 (later consolidated in the Children and Young Persons (Scotland) Act, 1937) allowed the juvenile court to commit a far wider group of children and young persons to the care of an Education Authority.

The only mechanism these authorities had to fulfil their obligations towards children committed to their care was to board them out with private families.

The Corporation put in place arrangements for its new responsibilities for children boarded-out by its Public Assistance and Education Departments. The minutes (the committee papers do not survive) of Glasgow Corporation note the following:

1934 - Rules to be observed by foster parents of children committed to the Education Authority

1935 - Public Assistance two Baillie's to prepare scheme for Visitation of Boarded-out children by members of Public Assistance Committee

1935 - Visitation of boarded-out children under Poor Law (Scotland) Act, 1934. Director instructed to prepare a list of persons proposed to supervise boarded-out children and draft rules for guardians

1936 - Director of Public Assistance appointed boarding-out officer for Glasgow by the Corporation and that boarded-out reports re children in the care of the Education authority be forwarded to the Scottish Education Department in accordance with the Children and Young persons (Scotland) Care and Training Regulations

1936 - Medical examinations of children in care of the Education Authority be similar to the arrangements already in place for Public Assistance and visitations of children in care of Education Authority

1936 - Rules to be observed by guardians - to be separate rules for children in the care of the Public Assistance and those under Education Authority

1937 - Rules agreed for Guardians (accepted by Scottish Education Department) in terms of paragraph 40 of the Children and Young Persons (Scotland) Care and Training Regulations 1933

1949-1968

The establishment of the Children's Committee in 1948 was a major change, with child care issues being at the centre. Our main evidence is the Annual Reports from 1950 to 1968 which suggest a more child-centric approach. As above, the successes of previous residents were reported. The reports also show photographs of children engaged in various recreational and other activities.

1975-1995

Strathclyde Region's stated prime objective in 1975 was to tackle the problems of multiple deprivation in its area and central to its vision was child-care.

A major and immediate challenge was bringing together Children's Services across what was the largest local authority of its kind in Europe. Its first priority was Foster Care.

In 1975 the Director of Social Work set out his report on Fostering Care and laid down priorities for achieving a good fostering service which included:

- Stem wastage rate of foster-parents by providing adequate support services: Supervision by social workers; group support; provision of factual information for foster-parents; back-up services; financial support.
- Encourage recruitment of all types of foster- parent
- Identify the needs for foster care
- Dealing with limitations, including inadequacy of social work staff resources; recruiting sufficient numbers of suitable foster-parents

In 1976 the Director issued to Officers dealing with fostering and children in care a 'package' aimed at raising the standard of practice and meeting the Martin Committee requirements.

In the same year the Social Work Department established a major initiative in Glasgow to establish sound and competent levels of service for children. This initiative included:

- concentration on in-service training
- development of sound child-care expertise in all area teams, and
- maximising the resources of major child-care agencies like the National Children Bureau.

As a first step a regional child-care Resources Team was established, with a main focus on children in residential care or boarded-out. There was close links between this venture and the Member/Officer Group (see below) on Child-Care which added great strength to this development

Strathclyde Region's vision of tackling the problems of multiple deprivation in its area and in particular its vision on child care was articulated in its strategic vision to transform the west of Scotland in a policy document - 'Social Strategy for the Eighties'. Central to the review was child-care and the recognition that some young people would require to be helped, supported and treated in a residential setting. This was followed by a review which spelled out the detailed policy implications for services, including child care. These were supported by various implementation strategies.

Central to the review was child-care and the Social Strategy was preceded by a 'Member/Officer' report on Child Care (1978) which considered the methods by which children in care are assessed as eligible for substitute family care; examine arrangements for the recruitment, assessment, support and deployment of foster parents.

The Officer and Member report led to a new strategy 'Home or Away': Residential Child Care for the Eighties' which highlighted the broad aims of residential care emphasising the rights of children 'to the best possible quality of care while in residential care'. The report looked at residential care within the context of a coherent set of values upon which all child-care facilities rely.

The values included a 'Homefinding' strategy which was based on the right of all children to family life – if not in their own family then with another.

The Home and Away strategy was followed by supporting and implementation plans. These included:

- Guidelines for the long-term planning of children in care, 1986. A practice document to be used as an aid to social workers who are involved in the long-term planning of children in care provided a guide round the various pieces of legislation which could be used to secure a child's future in care' Every Social Worker to have a copy of the document as a basis for discussion in in area teams or as a training aid.
- Young People in Trouble: Report by the Directors of Education, Social Work and Reporter to the Children's Panel, April 1988
- Charter of Rights for Children, 1988s, with clear procedural and practice guidelines and training for staff on their implication
- Current Issues in Child Protection – report by the Director of Social Work, 1 April 1993
- Child Care Strategies and Priorities – report by the Director of Social Work, 3 March 1993
- Inspection of Social Work Services – Joint report by Chief Executive and Director of Social Work, June 1993
- Young people In Trouble – Joint report by Directors of Social Work and the Reporter to the Children's Panel, 29 June 1993.

In 1995 the Director of Social Work Report to the Social Work (Childcare) Committee, included:

- Outline of forthcoming presentation on the number and needs of SRC, including:
 - foster carers and the children in their care
 - Department's work in recruiting, supporting and retaining carers, and the concerns of foster carers

- Report on draft Child Care Plan to form the basis of discussion and debate within the Department, with other statutory and voluntary agencies; with the consumers of departmental child care services and with elected members. Two main aims were to set a template for the identification of need and the development of services, and to provide an agreed set of criteria for the measurement of the quality of child care services. The need for services is looked at in four main areas
 - Support for children and families
 - Children and young people in care
 - Young people leaving care or supervision
 - Child protection

1.2 Funding of Foster Care

Past

- a) How were the local authority's operations and activities, so far as relating to the provision of foster care, funded?

The Children and Young Persons (Scotland) Act, 1932 permitted the juvenile court to commit a far wider group of children and young persons than had been possible previously to the care of an Education Authority with the Treasury bearing the cost. The Education Authority had to fulfil their obligations towards children committed to their care by boarding them out with private families – in other words, fostering.

The following acts imposed liabilities on parents or other persons to maintain the child or 'youthful offender':

- Children Act, 1908
- Children and Young Persons (Scotland) Act, 1932
- Children and Young Persons (Scotland) Act 1937
- Children Act, 1948

Glasgow City Council is entirely funded by the state.

- b) To what extent, if any, did the local authority provide funding to other organisations for the purposes of provision of foster care?

1949-1975

Glasgow Corporation Organisation and Methods Department reviewed the Children's Department in 1962. Noting the Children (Boarding-Out etc.) (Scotland) Rules and Regulations 1947 and the Administration of Children's Homes (Scotland) Regulations 1959, the review considered and rejected the option within these regulations of using child care officers in Aberdeen and Inverness.

It also noted that the Corporation had rejected an offer by Banffshire and Dundee in 1952.

1975-1996

In April 1976 the Social Work Committee of SRC approved recommendations of the Convention of Scottish Local Authorities (COSLA) regarding supervision of children placed in other regions. Due to the lack of staff resources, it is noted that many authorities were unable at the present time to accept responsibility for supervision of SRC children. The Western Isles Council offered to do it for a fee of £100 a year. Same arrangements to be made with other receiving authorities when they are in a position to accept similar responsibilities. Due to the lack of staff resources, many authorities were unable at the present time to accept responsibility for supervision of SRC children.

In 1985 a report on the Emergency Foster Care Scheme records that the Department currently spends £360,000 of the Fostering Budget on Special Fostering Placements with voluntary bodies.

- c) If funding was provided by the local authority to other organisations for the provision of foster care, to whom was it provided, when was it provided and what criteria were applicable to its provision?

1975-1996

In April 1976 the Social Work Committee of SRC approved recommendations of COSLA regarding supervision of children placed in other regions. It was agreed that SRC would continue to be responsible for fostering allowances for children outwith their area, paying it either directly or on an agency basis per the receiving authority.

The arrangements for supervision were that:

- the receiving authority should accept responsibility for the effective supervision of children received within their area
- social workers from both care and receiving authorities should meet at least annually to review the progress of the child and continually plan for his/her long-term future; and should exchange quarterly reports to cover the development and wellbeing of the child and the changing circumstance of his/her own home situation.

- d) To what extent was financial state support available to foster carers? How were foster carers made aware of that state support? How was that state support accessed by foster carers (e.g. directly or via the local authority)?

Advice given to Foster Carers about all financial options.

- e) To what extent was financial support from the local authority available to foster carers?

Throughout the period of the Inquiry Glasgow City Council and its predecessors made available funding for foster carers.

1975-1996

The foster care handbook, 1976 stated that foster parents have the right to a weekly maintenance allowance for children in their care, and other financial help to minimise out of pocket expenses.

The child's social worker to explain the procedure for receiving extra help where appropriate. This might be in the form of enhanced allowance for difficult children or in special circumstance. There were also discretionary payments which are paid on application. Allowances to which foster parents had a right include payment for school uniforms, extraordinary travelling expenses for attending a hospital, and allowances which help the child develop any special interests or talent. An example of the latter was documented in 1975/6 when it was agreed that a boarded-out/foster child was awarded a place at the London School [REDACTED]. The fees of £12000 were paid by the Education Department.

Other grants include Christmas; birthdays, holiday grant, also other costs; travel to hospital; provision of tools for work; playgroup fees, sports or youth club.

Foster guidelines 1985/6 confirm details of allowances:

- standard fostering allowances are all inclusive, and as well as maintenance, they include a sum for clothing, holidays, birthdays and Christmas expenditure
 - enhanced allowances, Director of Social Work has authority to pay up to double the weekly fostering allowance for children with special needs
 - discretionary allowances for special purchases, e.g. music lessons or instruments, dancing lessons, horse riding club uniforms (e.g. Girl Guides)
- f) If financial support was available, what was the source of those funds (i.e. from local or central government)? What criteria did the local authority apply to the distribution of such funds?

The funds came from the local authority.

- g) How were foster carers made aware of any financial support available from the local authority? How was that financial support accessed by foster carers?

Foster carers were made aware of financial support through: application/recruitment processes; publicity campaigns; foster care handbook. A leaflet on fostering allowances scheme was sent out at every change in range or levels or levels of allowances.

- h) What other sources of funding were available to foster carers in relation to the provision of care for children?

The foster carer could access discretionary funding.

- i) Was the funding adequate to properly care for the children?

The trend was to support recommendation for funding levels from COSLA

- j) If not, why not?

Not applicable

Present

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

Yes

- l) If so, please give details.

Payments to foster carers consist of a weekly fee (which is the carer's income) and an age-related weekly allowance for the foster child. Four additional payments of the child's allowance are made over the course of a year – 1 extra for the child's birthday; 1 extra for Christmas/Festive Period; 2 extra at the summer holiday period.

The level of fostering payments is not set by COSLA.

Information on the level of fees and allowances payable is listed on the Families for Children website. It is also made known to prospective foster carers through recruitment, application and assessment processes.

1.3 Legal Status

(i) Local authority

Past

- a) What was the legal basis which authorised or enabled the local authority to become responsible for the provision of foster care for children in Scotland?

Poor Law (Scotland) Act 1845
 Youth Offenders Act 1901
 Children Act, 1908
 Mental Deficiency and Lunacy (Scotland) Act 1913
 Education (Scotland) Act 1918
 Local Government (Scotland) Act 1929
 The Children and Young Persons (Scotland) Act 1932
 Poor Law (Scotland) Act 1934
 Children and Young Persons (Scotland) Act 1937
 Mental Deficiency (Scotland) Act 1940
 Children Act 1948
 National Assistance Act 1948
 Education (Scotland) Act 1946
 Criminal Justice (Scotland) Act 1949
 Children Act 1958
 Mental Health (Scotland) Act 1960
 Education (Scotland) Act 1962
 Criminal Justice (Scotland) Act 1963
 Social Work (Scotland) Act 1968
 Education (Scotland) Act 1980
 Children (Scotland) Act 1995
 Adoption and Children (Scotland) Act 2007
 Children's Hearings (Scotland) Act 2011

- b) Did that legal basis require the local authority to meet, or fulfil, any legal and/or regulatory requirements in respect of children in its care? If so, please give details.

In addition to the requirements of the legislation identified at a) above, the organisation was required to meet the requirements of:

Mental Deficiency and Lunacy (Scotland) Act (Secretary for Scotland's) Regulations 1914
 Mental Deficiency and Lunacy (Scotland) Act (General Board's) Regulations 1914
 Juvenile Courts (Constitution) (Scotland) Rules 1933
 Juvenile Courts (Procedure) Rules
 Children and Young Persons, Scotland (Transfer of Power) Order 1933
 Care and Training Regulations, 1933
 Poor Relief Regulations (Scotland) 1934

Remand Home (Scotland) Rules 1946
 Children (Boarding-Out etc.) (Scotland) Rules and Regulations 1947
 Administration of Children's Homes (Scotland) Regulations 1959
 Approved Schools (Scotland) Rules 1961
 Approved Schools (Scotland) Rules 1961
 Approved Schools (Scotland) Rules Amendment 1963
 Access (Notice of Termination and of Refusal) (Forms) (Scotland) Order 1983,
 Adoption Agencies (Scotland) Regulations 2009,
 Aftercare (Eligible Needs) (Scotland) Order 2015,
 Arrangements to Look After Children (Scotland) Regulations 1996,
 Boarding-out and Fostering of Children (Scotland) Regulations 1985,
 Children (Reciprocal Enforcement of Prescribed Orders etc. (England and Wales and Northern Ireland)) (Scotland) Regulations 1996,
 Children's Hearings (Scotland) Act 2011 (Child Protection Emergency Measures) Regulations 2012,
 Children's Hearings (Scotland) Act 2011 (Compulsory Supervision Orders etc.: Further Provision) Regulations 2013,
 Children's Hearings (Scotland) Act 2011 (Implementation of Secure Accommodation Authorisation) (Scotland) Regulations 2013,
 Children's Hearings (Scotland) Act 2011 (Movement Restriction Conditions) Regulations 2013,
 Children's Hearings (Scotland) Act 2011 (Transfer of Children to Scotland - Effect of Orders made in England and Wales or Northern Ireland) Regulations 2013,
 Emergency Child Protection Measures (Scotland) Regulations 1996,
 Fostering of Children (Scotland) Regulations 1996,
 Refuges for Children (Scotland) Regulations 1996,
 Residential Establishments - Child Care (Scotland) Regulations 1996,
 Looked After Children (Scotland) Regulations 2009,
 Secure Accommodation (Scotland) Regulations 1983,
 Secure Accommodation (Scotland) Regulations 1996,
 Secure Accommodation (Scotland) Regulations 2013,
 Social Work (Representations Procedure) (Scotland) Order 1990,
 Social Work (Residential Establishments-Child Care) (Scotland) Regulations 1987,
 Support and Assistance of Young People Leaving Care (Scotland) Regulations 2003.

- c) Did the local authority have a legal duty of care to each child in its care?

Yes

Present

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

Yes

e) If so, please give details.

The provision of residential care (including foster care) for children by the organisation is now only based on the Children (Scotland) Act 1995, Adoption and Children (Scotland) Act 2007 and Children's Hearings (Scotland) Act 2011.

It remains subject to the following legal/ regulatory requirements:

Adoption Agencies (Scotland) Regulations 2009,
 Aftercare (Eligible Needs) (Scotland) Order 2015,
 Children (Reciprocal Enforcement of Prescribed Orders etc. (England and Wales and Northern Ireland)) (Scotland) Regulations 1996,
 Children's Hearings (Scotland) Act 2011 (Child Protection Emergency Measures) Regulations 2012,
 Children's Hearings (Scotland) Act 2011 (Compulsory Supervision Orders etc.: Further Provision) Regulations 2013,
 Children's Hearings (Scotland) Act 2011 (Implementation of Secure Accommodation Authorisation) (Scotland) Regulations 2013,
 Children's Hearings (Scotland) Act 2011 (Movement Restriction Conditions) Regulations 2013,
 Children's Hearings (Scotland) Act 2011 (Transfer of Children to Scotland - Effect of Orders made in England and Wales or Northern Ireland) Regulations 2013,
 Refuges for Children (Scotland) Regulations 1996,
 Residential Establishments - Child Care (Scotland) Regulations 1996,
 Looked After Children (Scotland) Regulations 2009,
 Secure Accommodation (Scotland) Regulations 2013,
 Social Work (Representations Procedure) (Scotland) Order 1990,
 Support and Assistance of Young People Leaving Care (Scotland) Regulations 2003.

(ii) Foster carers

Past

a) Did foster carers have a special legal, statutory or other status?

Legal responsibilities are those laid out in the relevant statutes and regulations that pertained at the time: per answers to questions 1.3(i) a-b.

b) If not, how did the local authority classify a foster carer?

The ranges of permanent and temporary placements would differ across the time of the Inquiry.

In Strathclyde fostering placements were divided into two main groups – temporary and permanent - but within each of these, there was a range of placements with families having different qualities and resources to offer to meet the needs of children in care

A temporary placement was one where the decision to foster was taken with the objective that the child would be cared for temporarily in a family setting, and when the placement was a definite plan either to return the child to his family or to an alternative. The range of temporary placements included:

- Emergency placement
- Pre-adoption placement
- Respite Holiday placement
- Task-centred placement

A permanent placement was one where the decision to place included a definite plan that the child would remain in that placement until reaching independence, leaving care, or moving on to adoption by the foster parents, particularly if when placed, the child was under 12. The range of permanent placements included:

- Fostering with family contact
- Fostering without family contact
- Fostering with view to adoption
- Fostering by relatives

c) What was the legal basis which authorised, or enabled, a foster carer to become responsible for caring for children?

Legal responsibilities were those laid out in the relevant statutes and regulations that pertained at the time: per answers to questions 1.3(i) a-b.

d) Did that legal basis require a foster carer to meet, or fulfil, any legal and/or regulatory requirements in respect of children in his or her care? If so, please give details.

Legal responsibilities are those laid out in the relevant statutes and regulations that pertained at the time: per answers to questions 1.3(i) a-b.

- e) Did the foster carer have a legal duty of care to each child in his or her care?

Foster carers legal responsibilities are those laid out in the relevant statutes and regulations that pertained at the time: per answers to questions 1.3(i) a-b .

Present

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

Yes

- g) If so, please give details.

Supervision orders have now been replaced by compulsory supervision orders, but have a similar effect to that described.

Parental rights orders have been replaced by permanence orders. These transfer the responsibility and right of the parent to have the child living with them to the organisation. The remaining parental responsibilities and rights may be removed from the parents and given to the organisation and/or another individual, or remain with some or all of the parents, in accordance with the decision of the Court.

1.4 Legal Responsibility

(i) Local authority

Past

- a) Did the local authority have any legal responsibility for the children in its care?

Yes

- b) If so, what was the nature and extent of that legal responsibility?

Legal responsibilities were those laid out in the relevant statutes and regulations that pertained at the time: per answers to questions 1.3(i) a-b.

- c) Did any other person or organisation have any legal responsibility for the children while they were in the local authority's care?

People with parental responsibilities and rights (hereafter referred to as 'parents', although not always parents in the ordinary sense of the word) continued to have some legal responsibility for their children while they were in the care of the organisation.

- d) If so, what was the nature and extent of that responsibility?

If a child was being accommodated by the local authority under voluntary measures, parents retained full parental responsibilities and rights.

If a child was accommodated subject to a supervision order or a child protection order, parents retained their responsibilities and rights, but could not exercise their rights, except within the terms of the relevant order.

Where a child was accommodated in terms of a parental rights order, all parental responsibilities and rights would be removed from the parents and transferred to the organisation

- e) If the local authority had no legal responsibility for children in its care, where or with whom did legal responsibility lie?

N/A

Present

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

Yes

- g) If so, please give details.

Supervision orders have now been replaced by compulsory supervision orders but have a similar effect to that described.

Parental rights orders have been replaced by permanence orders. These transfer the responsibility and right of the parent to have the child living with them to the organisation.

The remaining parental responsibilities and rights may be removed from the parents and given to the organisation and/or another individual, or remain with some or all of the parents, in accordance with the decision of the Court.

(ii) Foster carers

Past

- a) Did the foster carer have any separate legal responsibility (separate from the local authority) for children in his or her care?

No

- b) If so, what was the nature of that responsibility?

N/A

Present

- c) With reference to the present position, are the answers to either of the above questions different?

Yes

- d) If so, please give details.

In some circumstances parental rights and responsibilities are shared with foster carers as a result of decisions at Court.

1.5 Ethos

Past

- a) What did the local authority see as its function, ethos and/or objective in terms of the foster care service it provided for children?

Its functions etc. were as laid out in the relevant statutes and regulations that pertained at the time: per answers to questions 1.3(i) a-b.

- b) What did the local authority see as the foster carer's function, ethos and/or objective in terms of the service that the foster carer provided to children placed with him or her?

The local authority saw the functions etc. of the foster carer as laid out in the relevant statutes and regulations that pertained at the time: per answers to questions 1.3(i) a-b.

- c) Were there changes over time in terms of what the local authority saw as its function, ethos and/or objective in terms of the foster care service it provided for children?

Yes

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

The changes were as a result of changes in the relevant statutes and regulations which were reflected in the various policies and procedures described in 1.1 c above.

Present

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

Yes – the functions are laid out in legislation and regulations.

- f) If so, please give details.

The local authority see it's functions of the foster carer as laid out in the relevant statutes and regulations detailed at 1.3 (i) e.

1.6 Numbers

(i) Local authority

Past

- a) How many children did the local authority accommodate at a time in foster care and in how many placements?

This information is limited. As far as the current Senior Management Team of Glasgow City Council are aware there are no further records available or the whereabouts of any records are unknown to answer said question further.

There may be historical records relating to this question archived in various locations in Glasgow, including Glasgow City Archives which is located in the Mitchell Library, however at this time we are unable to specify exactly what such records, if held, contain which may be relevant to this question.

The following figures are available:

Glasgow, 1930-1968. See Appendix K

Areas forming Strathclyde, 1974. See Appendix L

Strathclyde Divisions, 1975-1977. See Appendix Appendix M

Strathclyde Region, 1978 – 1996 See Appendix Appendix N

In addition, the following statistics should be noted:

Glasgow, 1962. 1385 are boarded-out, with 680 in Glasgow and the balance dispersed throughout Scotland.

Strathclyde 1986-1990, Analysis of Children in care. See Appendix D

- b) How many foster carers were approved/registered by the local authority at any given time? How many placements for children did this represent? How many placements were in use at any given time?

This information is limited.

As far as the current Senior Management Team of Glasgow City Council are aware there are no further records available or the whereabouts of any records are unknown to answer said question further. There may be historical records relating to this question archived in various locations in Glasgow, including Glasgow City Archives which is located in the Mitchell Library, however at this time we are unable to specify exactly what such records, if held, contain which may be relevant to this question.

During the period 1949/50-1968/9, the records show the following averages:

- 1509 fostered over the year
- 436 accommodated in homes at year end
- 704 admitted during the year

Appendix O provides a breakdown of foster parents etc for 1977 in Strathclyde

Appendix O gives the breakdown for 1977.

- c) If foster carers were approved/registered by the local authority as providing only specific types of care – e.g. respite care, short-term foster care, long-term foster care – please provide details of the categories and the numbers of placements in each.

This information is limited. As far as the current Senior Management Team of Glasgow City Council are aware there are no further records available or the whereabouts of any records are unknown to answer said question further. There may be historical records relating to this question archived in various locations in Glasgow, including Glasgow City Archives which is located in the Mitchell Library, however at this time we are unable to specify exactly what such records, if held, contain which may be relevant to this question.

The figures for 1975-1977 for Permanent/Temporary placements are available at Appendix M

The ranges of permanent and temporary placements would differ across the time of the Inquiry.

In Strathclyde fostering placements were divided into two main groups – temporary and permanent - but within each of these, there is a range of placements with families having different qualities and resources to offer to meet the needs of children in care

A temporary placement was one where the decision to foster was taken with the objective that the child will be cared for temporarily in a family setting, and when the placement is a definite plan either to return the child to his family or to an alternative. The range of temporary placements included:

- Emergency placement
- Pre-adoption placement
- Respite Holiday placement
- Task-centred placement

A permanent placement was one where the decision to place includes a definite plan that the child will remain in that placement until reaching independence, leaving care, or moving on to adoption by the foster parents, particularly if when placed, the child is under 12. The range of permanent placements will include:

- Fostering with family contact
- Fostering without family contact
- Fostering with view to adoption
- Fostering by relatives

- d) Please provide details of any material changes in numbers of children, placements or foster carers, and the reasons for those changes?

The number of children accommodated by Strathclyde Regional Council/Glasgow City Council would vary daily dependent on Courts and Children's Hearing System.

- e) How many children in total were accommodated by the local authority (whether in foster care or otherwise)?

No comprehensive list of numbers of individuals has been identified. Appendices K-O give numbers of children in foster care each year.

- f) In general terms, was the main service provided by the local authority the provision of residential care for children in establishments, or was it the provision of foster care?

Glasgow Corporation/Strathclyde Regional Council/Glasgow City Council provided both Residential Care and Foster Care. Over the period of inquiry, the balance of provision moved from Residential Care to Foster Care.

Present

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

Balance of care has moved from residential to foster care and kinship

- h) If so, please give details.

Kinship, Foster Care, Residential Care and Secure.

1.7 Children's Background/Experience

Past

- a) Did the children placed in foster care generally have a shared background and/or shared experiences?

The available historical records indicate that the children were admitted into the care of the organisation and were thereafter assessed individually, and decisions were made about which foster parents best met needs of the child.

- b) Were children admitted into the care of the local authority, or were they admitted into the care of particular foster carers?

Children were admitted into the care of the authority

- c) Who placed children with the local authority?

Over the period of the Inquiry the people able to place children with Glasgow City Council and its predecessor authorities would have varied dependant on the relevant legislation of regulation.

- d) From 15 April 1971 (the date on which the Children's Hearing system was introduced), did the local authority receive children mainly through the Children's Hearing system?

Yes

- e) If not, generally how did children come to be admitted into the care of the local authority?

N/A

- f) How long did children typically remain in the care of the local authority?

Glasgow City Council holds information in relation to the length of time children remain in care. According to available historical records this information is not generally available but the Social Work Committee Officer/Member Group on Child Care (1978) that estimates suggest that one half had been in care for more than 3 years.

- g) In respect of children who were admitted into the care of the local authority, who made the decision as to whether they should be placed in foster care?

Over the period of the Inquiry the people able to place children with Glasgow City Council and its predecessor authorities would have varied dependant on the relevant legislation of regulation.

- h) If the decision was made by the local authority, what criteria were applied?

Any move of placement would be determined by individual circumstances and care or the Children's Hearing System or the Courts.

- i) Were children moved between different foster care placements?

Yes

i) If so, in what circumstances?

Any move of placement would be determined by individual circumstances and care or the Children's Hearing System or the Courts.

j) Generally did children typically stay in one, or more than one, foster care placement?

Any move of placement would be determined by individual circumstances and care or the Children's Hearing System or the Courts

k) What was the process for review of children's continued residence in foster care, in terms of whether they continued to require to be (a) in foster care and/or (b) in that particular placement?

Both the 1976 and 1986 Foster guidelines laid down processes for review.

The guidelines outline areas of interest in the review, including:

- Physical, intellectual and emotional development of the child
- Any changes relating to the family, the foster family or other important persons in their life
- Child's legal situation and whether any changes need to be made in it
- Relationship between the foster parent and Social Work Department

It was Strathclyde policy to invite everyone interested in the care of the child to a review. Foster children and natural parents also encouraged to attend. Social Worker and Senior Social Worker will also attend. Sometimes a school teacher, doctor or child psychologist.

The timetable for reviews was:

- First full review no later than 4 weeks after date of admission into care
- Subsequent reviews to be held as appropriate but not less than at six-monthly intervals

Foster parents may also be invited to attend case conferences on a foster child in their care.

The 1986 guidelines detail the main function is to review the child, their circumstances and needs, and will include the following:

- Review of the original plan, monitoring how effectively the recommendations of any former reviews have been implemented and reassessing the appropriateness of any decisions

- Exchanging and coordinating information on the child's physical, emotional, intellectual and social development for all with all invitees
- Child's legal situation and whether this continues to be appropriate to present needs
- Agreeing a plan for the future, for example rehabilitation, permanent care, and detailing tasks to promote its implementation
- Formal recording of decisions regarding child's future care, which would become an integral part of the child's case file

Composition of review team would vary depending on needs of the child, but the following must always be invited;

- District Manager's representative, who will act as Chair
- Supervising Social Worker
- Senior Social Worker
- Foster parents
- Natural parents (unless their parental rights have been removed)
- Child if age and understanding allows
- Divisional Adoption and Fostering Adviser who may attend, or send a representative

Other participants might include the link worker (in temporary placements), health visitor, teacher, or education psychologist

Timings of Review; decision meeting prior to reception; initial review held within 4 weeks in care; child's progress must be reviewed 3 months later and then at 6 monthly intervals.

- l) When children left foster care, what was the process for discharge?

Discharge process was determined by individual Care Plan, Children's Hearing System or the Court System.

- m) What support was offered to children when they left foster care?

Support would vary and be determined by individual circumstances. Examples of Support would include Leaving Care Services, Housing, Education and Employment services.

In 1942 Glasgow Corporation Welfare Department purchased Auldhouse for after care for boarded-out children.

In 1995 young people leaving care or supervision was one of the 4 target areas in Strathclyde Regional Council's Child Care Plan.

- n) What information was sought by the local authority about what children leaving foster care planned to go on to do?

Prior to 1968, the available historical records show the Public Assistance Department and the Children's Department regularly report on former residents, sharing the good news about their careers and their successes. From 1968 it would be expected the Local Authority continued to have responsibilities for young people.

- o) Was such information retained and updated?

Retention of information was dependent by the quality of case recording for individual children within the Local Authority

- p) What was provided in terms of after-care for children/young people once they left foster care?

Strathclyde Regional Council/Glasgow City Council retained statutory responsibility for children leaving foster care. These changed over time in line with regulations, policy and practice. The nature of the after-care would be specific to the individual child's personal requirement.

In 1942 Glasgow Corporation Welfare Department purchased Auldhouse for after care for boarded-out children

Present

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

Yes

- r) If so, please give details.

Discharge process continue to be determined by individual Care Plan, Children's Hearing System or the Court System however young people can be discharged to a number of different resources, residential, supported carers. Young people can request continuing care and remain in placements until they are 21 or sometimes older. Young people are supported until they are 26 if required.

1.8 Local authority staff and foster carers

(i) Local authority

Past

- a) How many people were employed by the local authority who had some responsibility for foster care services for children?

Glasgow City Council and the predecessor authorities employed variable numbers of staff to work in residential care services for the number of the establishments they ran at any one time.

The available figures for 1930-1967 are in Appendix K

- b) How many people were employed by the local authority at any one time who had some responsibility for foster care services for children?

The number of people employed at any one time by the Local Authority was dependent on the number of foster children in the Local Authority. Therefore specific numbers varied within Glasgow Corporation, Strathclyde Regional Council, and Glasgow City Council.

The available figures for Glasgow 1930-1967, are in Appendix K.

- c) What roles and responsibilities did such staff have? Please specify in which roles staff met with children and foster carers.

See Appendix J for details of staff roles.

In the absence of further detail, it is difficult to be certain which staff would have met with children and foster carers.

- d) In relation to each role, what experience/qualifications did such staff have?

"Room to Grow", the report of the special officer/member group of the social work committee in child care in Strathclyde commented on progress already, including a staff development programme in Glasgow.

- e) When were fostering panels set up? What was their purpose and remit?

In 1986/7 Strathclyde Region established Foster Panels in response to the Boarding-out and Fostering of Children (Scotland) Regulations 1985.

- f) How were fostering panels constituted? What skills and experience were the members required to have?

At its inception each Panel consisted of 4 Elected Members of the Social Work Committee, one of whom must be Chairman, a Medical Adviser, an Educational Psychologist, and the Divisional Organiser (Community and Field Work) or the Divisional Adoption and Fostering Adviser.

Present

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

Yes

- h) If so, please give details.

Fostering Panels no longer include Elected Members or Educational Psychologists.

Fostering Panels now include Lay Panel Members, who have appropriate knowledge, skills and experience in the area of fostering and/or adoption. These members include retired Social Workers; foster carers and adoptive parents.

Families for Children is Glasgow City Council's fostering and adoption service. There are currently 40.5 Whole Time Equivalent (WTE) Social Workers; 8.5 WTE Team Leaders and 2 WTE Service Managers employed within the service.

All the above-noted staff are qualified Social Workers and several have one or more post-qualifying awards, in areas such as family placement work; child protection; and social work management.

In addition, the service has 1.7 WTE Social Care Workers, and 1 WTE Recruitment/Information Officer.

(ii) Foster carers

Past

- a) How were foster carers identified and approved/registered?

Strathclyde Region ran concerted publicity campaigns and outreach activities in the 1970s.

The process of assessment and preparation of applicants included

- Group meetings
- Individual interviews
- Undertake contact with existing foster carers

- Formal enquiries of applicants: departmental records; police enquiry; Area health Board enquiry ; personal references ; medical reports and x-rays
- Enquiries regarding other residents
- Outwith the Region enquiry
- Presentation of assessment report
- Approval by Divisional Adoption and Fostering Panel, passed to Divisional Director who makes final decision

b) What experience and/or qualifications, if any, did a foster carer require to have?

No evidence sighted that specific experience or qualifications required.

c) What checks were carried out in relation to a prospective foster carer, including criminal record checks, references and interviews?

Policies, handbooks and guidelines etc., 1975-1996, show the following:

- Checked: departmental records; police; Area Health Board enquiry
- Initial interview, plus at least 2 others, with both partners present. All members of household to be seen at some time.
- Personal references
- Medical reports and x-rays

d) What checks were carried out in relation to other persons residing with the prospective foster carer, including criminal record checks, references and interviews?

Policies, handbooks and guidelines etc., 1975-1996, required the following:

- Checked: departmental records; police; health; health visitor;

e) What checks were carried out in relation to other family members and friends of a prospective foster carer including criminal record checks, references and interviews?

No historic evidence sighted on this.

f) To what extent, if any, were the checks referred to at paras (c) to (e) above reviewed? If so, how frequently and what checks were done? If not, why not?

No historic evidence sighted on this.

- g) What checks were carried out by the local authority of the available accommodation? How frequently were these carried out? Were they repeated? If so, how frequently? If not, why not?

The records of the Public Assistance Department 1930-1948 include notes by visitors, which include comments on home. In 1941 two councillors severely reprimanded a foster parent on the condition of the house and clothing of the children.

Case records of children in foster care from 1940s to 1960s often include observations about accommodation.

The Organisation and Method Department report on child care, 1962, noted that it would need to adhere to the number of visits as laid down in the 1959 regulations because of their recent introduction.

- h) Was the gender of the foster carer of any relevance to approval as a foster carer or in relation to the placement of a child with a particular carer? If so, why?

During the period of the Inquiry there were legal /regulatory rules regarding the gender of foster carers.

- i) Was the gender of other persons (including children) residing in the same house of any relevance to the approval of a foster carer or to the placement of a child with a carer? If so, why?

At different points during the period of the Inquiry, Glasgow City Council, its predecessor authorities and establishments operated different recruitment policies and practice including gender related policies.

- j) Were foster carers required to provide any services for children in their care beyond accommodating them? If so, what were they?

The 1976 foster carer handbook laid down the following services to be provided by the foster carer to:

- care for the foster child
 - This means dealing with the day-to-day caring – food, clothing, warmth; encouraging interests or hobbies. Foster parents will do many other things, including reading bedtime stories (with a goodnight cuddle, changing the sheets after an accident, attending open days at schools, seeing teacher at school etc.
- watch over health and well-being
 - Consulting doctor/dentist when necessary. Arranging periodic check-ups and allowing the child to be medically examined.
- bring up foster child in his own religion

- let Social Work Department know immediately of any serious incident effecting the child
 - permit any person authorised by SRC to see the child
 - notify Social Work Department of any change of address, before actual move
- k) Did children work manually in the placement or externally (e.g. farming work or other labour), or both? If so, did that change at any point? If so, why?

Historically there had been a long tradition of Glasgow and other large towns of boarding out children to crofts in the Highlands and Islands and some of these children worked in the crofts.

There was a move away from this tradition and the Clyde Report, 1948, stated that 'It is no longer possible to say that the advantage in this regard necessarily lies with the country... We feel that in future local authorities should not assume that boarding-out should be confined to country districts.'

- l) Were fostering agreements entered into? If so, were these in a prescribed form or created on an ad hoc basis?

No evidence has been sighted in the historic records re fostering agreements. The 1980s guidelines refer to access agreements re parental contact.

Present

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

Yes (there are some different answers)

- n) If so, please give details.

In addition to the checks undertaken in the past, checks on prospective foster carers now include reference requests from the current/previous employer; and also reference requests from previous significant partners.

If applicants have a child or children under the age of 5 years, a reference is requested from the Health Visitor.

If applicants have a child or children of school-age, references are requested from all relevant educational establishments.

Checks are carried out on all adult members of the household of prospective foster carers. These include Disclosure checks, family GP enquiry; local authority record checks for their current and previous addresses.

Health and Safety Checklists are completed for all prospective foster homes, using a template devised by CoramBAAF Adoption & Fostering Academy.

The Health & Safety Checklist is updated regularly for approved fostering households at the point of the Foster Carer Review, which occurs within regulatory timescales.

A Pet and Dog Questionnaire is also completed during the assessment and updated for each Foster Carer Review.

A Foster Carer Agreement is signed by Foster Carers following their approval by the Agency Decision Maker (ADM). This covers general expectations of the foster carer.

2. Organisational Structure and Oversight

2.1 Culture

Past

- a) What was the nature of the culture within the local authority in relation to the provision of foster care?

As far as the current Senior Management Team of Glasgow City Council are aware there are no records available or the whereabouts of any records are unknown to answer said question. There may be historical records relating to this question archived in various locations in Glasgow, including Glasgow City Archives, located in the Mitchell, Library, however at this time we are unable to specify exactly what such records, if held, contain which may be relevant to this question.

- b) Was that culture reflected in the local authority's policies, procedures and/or practice in relation the provision of foster care?

Again, it is difficult to determine the culture of the predecessor organisations and therefore comment on any reflection in policy and procedure.

- c) How can that be demonstrated?

Again, it is difficult to determine the culture of the predecessor organisations and therefore comment on any reflection in policy and procedure.

- d) Did the provision of care by foster carers reflect the local authority's culture, policies and procedures?

Again, it is difficult to determine the culture of the predecessor organisations and therefore comment on any reflection in policy and procedure.

- e) If not, please provide a representative range of examples and explain by reference to those examples, why particular foster carers did not in material ways, work in accordance with the local authority's then culture, policies and procedures and what, if anything, was done to change that?

Again, it is difficult to determine the culture of the predecessor organisations and therefore comment on any reflection in policy and procedure.

- f) When and why did any changes in the culture of the local authority in relation to the provision of foster care come about?

The current senior management team of Glasgow City Council are unable to specifically confirm when any changes in the culture of the predecessor organisation came about and cannot provide reasons why.

- g) Were any changes in culture driven by internal influences, incidents, experiences or events within the local authority, or any of the foster care placements?

The current senior management team of Glasgow City Council are unable to specifically confirm when any changes in the culture of the predecessor organisation came about and cannot provide reasons why.

- h) Were any changes in culture that were driven by abuse, or alleged abuse, of children in foster care?

The current senior management team of Glasgow City Council are unable to specifically confirm when any changes in the culture of the predecessor organisation came about and cannot provide reasons why.

- i) If so, when did they occur and how did they manifest themselves?

Not Applicable.

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

Strathclyde Regional Council established groups to look at all the Inquiry Reports regarding abuse across the UK for example, Fife, Orkney; Cleveland. Where the recommendations were relevant to

legislative practice in Scotland or not already in place in Strathclyde Regional Council, policies and procedures were altered to reflect this.

See Appendix FC-1 for details.

Present

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

No

- l) If so, please give details.

Changes in culture continue to be influenced by enquiries/significant incident reviews and changes in national policy and approaches.

- m) To what extent, if any, has abuse or alleged abuse of children cared for in foster care caused, or contributed to, the adoption of the current policies, procedures and/or practices of the local authority, in relation to the provision of foster care services for children including the safeguarding and child protection arrangements applying to its current foster care placements?

Practice has been influenced over time in relation to learning from investigations and alleged abuse.

2.2 Structure, leadership and accountability

Past

- a) What was the structure of responsibility within the local authority in relation to foster care?

1930-1975

Glasgow Corporation was a Local Authority for Social Work purposes. For the discharge of its functions, it established various committees, including Public Assistance, Children's and Education.

1975-1996

The Regional Council was a Local Authority for Social Work purposes within Strathclyde Region. For the discharge of their functions they established various Committees, including the Social Work Committee.

1930 to 1948 (Glasgow Corporation)

Public Assistance (later Welfare Committee) and the Education Committees were responsible for boarded-out/foster children. The Director of Public Assistance was appointed Boarded-Out Officer for the Corporation in 1936.

1949-1975 (Glasgow Corporation)

The Children's Committee was responsible for children in foster care until 1968 when the responsibility transferred to the new Social Work Department and Committees.

1975-1996 (Strathclyde Region)

The Regional Council established various committees for the discharge of their functions, including the Social Work Committee. The Regional Council retained the right to take many decisions at full Council level, but there were arrangements for the allocation of duties to Committees and Sub-Committees. For the most part, the decisions were taken by the Social Work Committee.

See Appendix F for Council Management team in 1985

- b) What were the oversight and supervision arrangements by senior management?

1930-1948

The Public Assistance Director was in charge of the Department, which had a Chief Inspector/Inspectors who were responsible to him.

1948- 1975

In 1962 a report states that the Assistant Children's Officer deals with routine matters and the Superintendent visited the Children's Department once a week.

From 1969-1975 the Director of Social Work was in charge of the Department.

1975-1996

See Appendix G and H for staffing structures in Social Work Department.

- c) What were the lines of accountability?

1930-1948

The Public Assistance (later Welfare) Committees and the Education Committee were responsible for the major decisions on matters concerning fostering arrangements.

1949-1968

The Children's Committee of the Corporation was responsible for Child care, and major decisions on matters concerning foster care are taken by this Committee in consultation with the Children's Officer. The committees received regular reports from the Medical Officer of Health.

1968-1975

The Children's, Social Work and Education Committees received reports about foster care.

1975-1996

The Social Work Committee and various sub-committees would agree major proposals re foster care.

- d) Within the local authority, who had senior management/corporate/organisational responsibility for the managers/management teams/leadership teams who had responsibilities in relation to children in foster care?

Glasgow Corporation 1930-1975

Town Clerk was Chief Officer 1930-1975

1930 – 1948 Public Assistance (Welfare from 1941). Director of Public Assistance was Boarded-out Officer for Glasgow from 1936

1930 - 1975 Education Department, Director of Education

1949 - 1968 Children's Department and Children's Officer

1969 - 1975 Social Work Department, Director of Social Worker

Strathclyde Regional Council 1975-1996

Chief Executive was Chief Officer 1975-1996

1975 -1996 Social Work Department, Director of Social Worker.

Glasgow City Council 1996 - Date

Chief Executive is Chief Officer 1996 - 2015

Director of Social Work or Chief Social Work Officer. From 2015 the post of Director of Social Work was formally deleted and was replaced with Chief Officer (HSCP) so currently responsibility is with Chief Officer (HSCP) and Chief Social Work Officer.

- e) Who, within the local authority, took decisions on matters of policy, procedure and/or practice in relation to foster care?

As far as is known, within Glasgow Corporation/Strathclyde Regional Council/Glasgow City Council it would be the Council itself and its committees. Some functions may have been delegated to officials.

- f) To whom were foster carers accountable?

Glasgow City Council and its predecessor authorities

- g) Who, within the local authority, was responsible for the implementation of, and compliance with, the local authority's policies, procedures and/or practices in foster care both by local authority staff and by foster carers?

| | |
|-----------|---|
| 1930-1968 | Town Clerk of Glasgow Corporation Public Assistance Director (1930-1948) Children's Officer (1949-1968) Education Director (1930-1975) Social Work Director (1969-1975) |
| 1975-1996 | Chief Executive of Strathclyde Region Council Director of Social Work |
| 1996 -` | Chief Executive of Glasgow City Council Director of Social Services or Chief Social Work Officer |

- h) To whom were fostering panels accountable?

Divisional Director made the final decision on each application, taking into account the panel's recommendations.

- i) What were the oversight and supervision arrangements in respect of fostering panels?

Divisional Director made the final decision on each application, taking into account the panel's recommendations.

Present

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

Yes

- k) If so, please give details.

Fostering Panels are accountable to Glasgow City Council.

The Fostering service is registered with the Care Inspectorate and, as such, is subject to regular inspection, which includes scrutiny of the operation of Fostering Panels.

The service has recently implemented a review and appraisal process for all Panel members.

All attendees at Fostering or Adoption/Permanence Panels are asked to complete a questionnaire on their experience, which enables the service to obtain feedback on the operation of the Panels and identify any developmental needs.

In accordance with the Fostering Regulations contained within the "Guidance on Looked After Children (Scotland) Regulations 2009 And the Adoption and Children (Scotland) Act 2007", Fostering Panels and Adoption/Permanence Panels make recommendations to the local authority, which must make the decision. This responsibility is delegated to a senior manager, who is designated the Agency Decision Maker (ADM). Glasgow has appointed more than one ADM to cover volume, holidays, illness, alternative ADM requirements for review/appeal Panels and other circumstances.

2.3 External Oversight

Past

- a) What were the arrangements for external oversight of the local authority's foster care services?

The Scottish Government and its agencies were responsible for external monitoring of the organisation and care services

In 1990 an Inspection Unit was established in Strathclyde Region. Although arms-length, it did report to the Social Work Committee. In 2002 the Scottish Care Commission became the responsible body.

- b) Who visited the local authority's foster care services in an official or statutory capacity and for what purpose?

The Scottish Government and its agencies were responsible for external monitoring of the organisation and care services

In 1990 an Inspection Unit was established in Strathclyde Region. Although arms-length, it did report to the Social Work Committee. In 2002 the Scottish Care Commission became the responsible body

- c) How often did this occur?

In the 1960s and 1970s, historic evidence suggest that the visits were not regularly timetabled

Please see attached Appendix FC-1 for details of how the Inspection Unit Operated.

- d) What did these visits involve in practice?

In the 1970s, these were meetings between the agency and Senior Staff

Present

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

Yes

- f) If so, please give details.

The Fostering service is registered with the Care Inspectorate and, as such, is subject to regular inspection.

Part B – Current Statement

3. Retrospective Acknowledgement/Admission

3.1 Acknowledgement of Abuse

- a) Does the local authority accept that between 1930 and 17 December 2014 any children cared for in foster care were abused?

Yes

- b) If so, what is the local authority's assessment of the extent and scale of such abuse?

There has been no assessment of extent and scale of such abuse.

The Local Authority is aware of a number of cases of sexual/physical and emotional abuse of children and young people having been placed in the care of foster carers by Glasgow City Council.

- c) What is the basis of that assessment?

There has been no assessment of extent and scale of such abuse.

3.2 Acknowledgement of Systemic Failures

- a) Does the local authority accept that its systems failed to protect children in foster care between 1930 and 17 December 2014 from abuse?

No

- b) What is the local authority's assessment of the extent of any such systemic failures?

We do not believe the abuse was systemic and at no time has this organisation or its predecessors undertaken an inquiry or comprehensive review into foster care or specifically safeguarding of children in foster care.

An acknowledgement is made that while we have no evidence of systematic failures which resulted in lack of protection, we are clear in some cases children in foster carer were not protected from abuse.

- c) What is the basis of that assessment?

No assessment has been carried out.

- d) What is the local authority's explanation for any such failures?

This abuse was unpredictable and because of the very nature of fostering, extremely difficult to detect. Also relative to the significant volume of children and Foster Carers within the Enquires timescale the abuse of children was an exceptional event.

See 3.2 (a)

3.3 Acknowledgement of Failures/Deficiencies in Response

- a) Does the local authority accept that there were any failures and/or deficiencies in its response to abuse, and allegations of abuse, of children in foster care between 1930 and 17 December 2014?

No

- b) What is the local authority's assessment of the extent of any such failures in its response?

No assessment has been carried out.

- c) What is the basis of that assessment?

No assessment has been carried out.

- d) What is the local authority's explanation for any such failures/deficiencies?

No assessment has been carried out.

3.4 Changes

- a) To what extent has the local authority implemented changes to its policies, procedures and practices as a result of any acknowledgment in relation to 3.1 – 3.3 above?

No assessment has been carried out.

Part C - Prevention and Identification

4. Policy and Practice

4.1 National

Past

- a) Was there national policy/guidance relevant to the provision of foster care for children?

Yes

- b) If so, to what extent was the local authority aware of such?

This awareness can be evidenced in those cases where national policies/guidance is cited in the organisation's own policies/guidance and procedures.

- c) If there was national policy/guidance in respect of any of the following in relation to provision of foster care for children, to what extent was the local authority aware of such?

- i. Child welfare (physical and emotional)
- ii. The child's views
- iii. Reviewing a child's continued residence in a foster care placement
- iv. Child protection
- v. Discipline
- vi. Complaints handling
- vii. Whistleblowing
- viii. Record retention
- ix. Recruitment and training of foster carers
- x. Requiring employers to divulge details of complaints etc. in relation to prospective foster carers to the local authority

Glasgow City Council and predecessor authorities (Glasgow Corporation / Strathclyde Regional Council) were aware of national policy/guidance across a large range of the above named.

- d) If the local authority was aware of such, did they give effect to that policy/guidance?

Yes

- e) If so, how was effect given to such policy/guidance?

The policies/guidance helped shaped Glasgow's own policies etc. and would often be cited in the documentation.

- f) If not, why not?

Not applicable

Present

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

Yes

- h) If so, please give details.

Adoption and Children (Scotland) Act 2007
 Children (Scotland) Act 1995
 Children and Young People (Scotland) Act 2014
 - Includes Statutory Guidance on Part 9 – Corporate Parenting
 Regulation of Care (Scotland) Act 2001
 Social Care Social Work Improvement Scotland Regulations 2011
 The Looked After Children (Scotland) Regulations 2009
 The Management of Health and Safety at Work Regulations 1999
 The Residential Establishments – Child Care (Scotland) Regulations 1996

The Secure Accommodation (Scotland) Regulations 1996
 The Support and Assistance of Young People Leaving Care (Scotland) Regulations 2003

Guidance

Assistance and Support for Kinship Carers of Looked After Children – Published September 2008

Code of Practice for Social Service Workers and Employers Scottish Social Service Council (2009)

Getting It Right for Looked After Children and Young People – Published by Scottish Government in November 2015

Guidance on Looked After Children (Scotland) Regulations 2009 and; Adoption and Children (Scotland) Act 2007 – Published March 2011

Holding Safely (SIRCC 2005 and updated 2013)

National Guidance for Child Protection in Scotland (2012)

National Risk Framework (2012)

National Care Standards (2005) – Care Homes for Children & Young People

National Guidance on the Role of the Chief Social Work Officer

Supporting Young People Leaving Care in Scotland: Regulations and Guidance for Young People Ceasing to be Looked After by Local Authorities – Published March 2004

The Children (Scotland) Act 1995 – Regulations and Guidance (Volume 2): Children Looked After by Local Authorities – Published October 2004

Glasgow City Health and Social Care Partnership (GCHSCP) has a comprehensive knowledge and understanding of the National Policy and Guidance.

4.2 Local Authority

(i) Policy

Past

- a) Was there local authority policy/guidance in relation to the provision of foster care?

Yes

- b) Was there a particular policy and/or procedural aim/intention?

Yes

c) Where were such policies and/or procedures recorded?

Yes

d) What did the policies and/or procedures set out in terms of the following:

- i. Child welfare (physical and emotional)
- ii. The child's views
- iii. placement of siblings
- iv. The placement of a child in foster care
- v. The particular placement of a child with foster carers
- vi. Contact between a child in foster care with his or her family
- vii. Contact between a child in foster care and other siblings in foster care
- viii. Information sharing with the child's family
- ix. Fostering panels (including constitution, remit, frequency and record keeping)
- x. Recruitment and training of foster carers
- xi. Requiring employers to divulge details of complaints etc. in relation to prospective foster carers to the local authority
- xii. Reviewing a child's continued residence in foster care or in a particular foster care placement
- xiii. Visits to a foster care placement (including frequency, purpose, content, follow up and record keeping)
- xiv. Transfer of a child from one foster placement to another (including preparation and support)
- xv. Transfer of a child between foster care and residential care (including preparation and support)
- xvi. Child protection
- xvii. Complaints handling
- xviii. Whistleblowing
- xix. Record retention

Child Welfare

1930-1948

1930 - Glasgow Corporation produced a scheme to meet its obligations under the 1929 Act, including the establishment of the Medical Officer of Health (MOH) as the Principal Medical Officer of Glasgow Corporation and responsible for all medical functions for children in care.

1936 – Medical Officer of Health reports that Glasgow Corporation will use Marion Reid Home for Children, to house children deprived of parental care. This will include those who require medical and nursing care, for a period of 1-2 months, before they are fit to be sent to their selected foster parents

1930-1968 - Medical Officer of Health reported monthly to their respective committees from 1930-1968.

The reports included statistical information, but they also reported on special issues. This often included health issues among the children.

1975-1996

Fostering guidelines have a section on health and medical issues. This was not confined to the statutory requirements for medicals both prior and during foster care. The 1986 guidelines include the observation that foster children are more likely to suffer from ill health and medical problems than other children and requiring the supervising Social Worker to pay particular attention to the identification and amelioration of those health related disadvantages

1996-2014

2000 - Pilot project relating to mental health services for children and young people looked after and accommodated

The Child's Views

1949-1975

1971 – guidelines for social workers, includes requirement to discuss future with child

1975-1996

In 1994 SRC introduced 'Children's Rights Service' which update the 'Charter of Right Responsibilities for Young People in Care' (1991)) and identified the further steps necessary to incorporate the Charter into the Council's approach to its Children's Right Service.

In 1996 the Council introduced a Charter of rights for Children. The Social Work Department developed these proposals, with particular attention being paid to the need to complement such rights with clear procedural and practice guidelines and training for staff on their implication. Each child was given a copy of the guidelines on their admission to care. The 1996 policy included the commissioning of Child Line to act as an external auditor of the Council's Children's Rights section.

Placement of siblings

The policy and procedures regarding siblings varied over the period.

1930-1948

As per regulations, the policy of the Public Assistance Department was to board-out siblings to the same home. The boarded-out volumes (1930-1948) shows large numbers of foster care homes had sibling residents.

The placement of child in foster care

Strathclyde Regional Council's child care strategy put an emphasis on the need to place children in a family setting. The assessment was, as far as possible, a collaborative effort, actively involving the Social Worker, the family, the child, the carers, if appropriate, and any other staff requiring to be involved in the process.

The particular placement of child with foster carers

The 1976 and 1986 SRC fostering guidelines laid down the following:

- Preparatory discussion to establish information about the information about child's background, which should be shared timeously with foster family
- Where possible, child to meet foster parents
- Details of previous schooling and discussions about which school child should attend (foster carer to meet Social Worker)
- Discussion about contact with natural parents
- Medical examination, preferably with own doctor and prior to going to foster home
- Arrives with sufficient clothing
- Check with foster parent what equipment is required
- Ensure have all the necessary information about child and share with foster parents
- Foster parents as well as the parents are aware of arrangements for next contact with the child, as prescribed in formal access agreement.

Contact between a child in foster care with his or her family

1949-1975

1971 manual – if child in home, discuss inter-relationship with Matron; discuss proposals with natural parents and record this in case files; discuss future with child.

1975-1996

During the 1970s to 1990s Strathclyde Regional Council drew up a comprehensive suite of policies and strategies supported by implementation strategies. The Home or Away policy on residential child care forcibly argued for a much more specific and enforceable system of rights for children in care and their parents. The Department developed these proposals, with particular attention being paid to the need to complement such rights with clear procedural and practice guidelines and training for staff on their implication.

Policies, handbooks and manuals in the 1970s and 1980s all emphasise the importance of the continued involvement with natural parents and other members of their families. This included the Foster Policy and Guidelines introduced between 1975 and 1996.

Contact between a child in foster care and other siblings in foster care

Policies, handbooks and manuals in the 1970s and 1980s all emphasise the importance of the continued involvement with natural parents and other members of their families for all children in care.

Information sharing with the child's family

As above, policies, handbooks and manuals in the 1970s-1980s emphasised the rights of natural parents to information about their child. The 1986 Fostering Guidelines made the point that the shared-caring nature of fostering demanded clarity of roles, good communication and information-sharing and explicit goals for placement if children

Fostering panels (including constitution, remit, frequency and record keeping)

1985/6 Fostering guidelines includes details of decision-making process. Its membership; role in assessment and review processes. The guidelines also included details records to be created.

In the 1980s each Panel consisted of 4 Elected Members of the Social Work Committee, one of whom to be the Chair, a Medical Adviser, an Educational Psychologist, and the Divisional Organiser (Community and Field Work) or the Divisional Adoption and Fostering Adviser.

Recruitment and training of foster carers

Child care was a priority for the new Strathclyde Region and improving foster care was at the forefront of their programme. Together with new policies and guidelines, Strathclyde had a number of campaigns to encourage the uptake in foster care. Increased public awareness of the children through the constructive use and co-operation of the media.

The recruitment process included group meetings, individual interviews contacts with other foster-carers.

The 1986 guidelines for fostering outlines the following support to:

- Support temporary foster parents
- Support to permanent foster parents
- Support through contact with other foster parents

- Support through Foster Care Groups
- Strathclyde Foster Care Consultative Group

Requiring employers to divulge details of complaints etc. in relation to prospective foster carers to the local authority

Strathclyde Regional Council/Glasgow City Council - no evidence in guidelines re this.

Reviewing a child's continued residence in foster care or in a particular foster care placement

Both the 1976 and 1986 Foster guidelines laid down the processes for review.

The guidelines outline areas of interest in the review, including:

- Physical, intellectual and emotional development of the child
- Any changes relating to the family, the foster family or other important persons in their life
- Child's legal situation and whether any changes need to be made in it
- Relationship between the foster parent and Social Work Department

It was Strathclyde policy to invite everyone interested in the care of the child to a review. Foster children and natural parents also encouraged to attend.

Social Worker and Senior Social Worker will also attend. Sometimes a school teacher, doctor or child psychologist.

The timetable for reviews was:

- First full review no later than 4 weeks after date of admission into care
- Subsequent reviews to be held as appropriate but not less than at six-monthly intervals

Foster parents may also be invited to attend case conferences on a foster child in their care

The 1986 guidelines detailed the main function is to review the child, their circumstances and needs, and included the following:

- Review of the original plan, monitoring how effectively the recommendations of any former reviews have been implemented and reassessing the appropriateness of any decisions

- Exchanging and coordinating information on the child's physical, emotional, intellectual and social development for all with all invitees
- Child's legal situation and whether this continues to be appropriate to present needs
- Agreeing a plan for the future, for example rehabilitation, permanent care, and detailing tasks to promote its implementation
- Formal recording of decisions regarding child's future care, which would become an integral part of the child's case file

Composition of review team would vary depending on needs of the child, but the following must always be invited;

- District Manager's representative, who will act as Chair
- Supervising Social Worker
- Senior Social Worker
- Foster parents
- Natural parents (unless their parental rights have been removed)
- Child if age and understanding allows
- Divisional Adoption and Fostering Adviser who may attend, or send a representative

Other participants might include the link worker (in temporary placements), health visitor, teacher, or education psychologist

Timings of Review; decision meeting prior to reception; initial review held within 4 weeks in care; child's progress must be reviewed 3 months later and then at 6 monthly intervals.

Visits to a foster care placement (including frequency, purpose, content, follow up and record keeping)

The policy and procedures would reflect the legislation and regulations listed previously.

Its functions etc. were as laid out in the relevant statutes and regulations that pertained at the time: per answers to questions 1.3(i) a-b.

Transfer of a child from one foster placement to another (including preparation and support)

The Fostering Guidelines, 1986, includes details on processes on transfer of child. The guidelines highlight the Social Worker's responsibility to ensure that the child's transition from the foster home to his own home, or to another placement, is carried out as easily as possible.

The Social Worker is required to prepare all parties for the change and ensure that they understand the sequence of events and the reasons for the move. The following steps are required:

- Medical examination by the family or foster parent's GP, not earlier than the day prior to the child leaving the foster home
- The medical card, copies of any Place of Safety Orders, Warrants, Panel Supervision Orders and any other relevant documents to be collected from foster home when child leaves. Documents which came from home, i.e. the medical card, will be retained on child's file for reference in the event of future placement. If the child is moving to another placement, all these items will be transferred with the child.
- All clothing brought from the home should be returned. Social Workers to advise about other items to be taken when the child leaves. Any special new toy, along with any photographs, should also go with the child.

Child Protection

A number of manuals and procedures were produced to support the appropriate management of activities, including child protection. In 1971 Glasgow Corporation had produced the first guidance notes for Social Workers which were revised in 1979. There were new manuals regarding procedures regarding child abuse in 1979, 1983, 1989, 1993 (amended supplementary procedures). There were Child Protection Procedures produced by authorities in the West of Scotland in 2001.

Complaints handling

The 1986 Fostering Guidelines outlines processes for dealing with foster parent complaints, including:

- Again, foster parents and their care of a particular foster child
 - By foster parents because of a dispute with the social work staff involved in their home and very often concerning a decision about a child in their care, or their continuing involvement as foster parents

Any complaint is to be immediately brought to the attention of the Area Officer responsible for the child and is to be acted on immediately.

If the complaint is against foster parents is received from other professionals involved with a child who has been in the foster home, e.g. a teacher, doctor, another Social Worker, or from a neighbour or another member of the public, or from the child themselves, it must be immediately and thoroughly investigated.

The complainant to be interviewed by the foster parents' 'Social Worker and the Senior Social Worker and details of the complaint, together with an assessment of the quality of that complaint to be carefully recorded. The Area Officer for the foster home to discuss this with Area Officer for the child, if the complaint is as serious as an accusation of non-accidental injury, the relevant Child Abuse Procedures must be followed.

If at all possible, the decision to remove the child should be taken at a child abuse Case Conference, if appropriate, or at a Disruption meeting, which would be called in accordance with procedures already detailed o

Any decision as to whether or not to return the child, should be taken place at a formal Disruption meeting

Whistleblowing

Complaints procedures (both current and previous) make no reference to "Whistleblowing". There is a separate Whistleblowing Procedure that covers the whole of the Council administered via the Audit Team.

Please refer to Appendix 23 for copy

Record retention

See 4.9 for details of record-keeping policies within Strathclyde Region/Glasgow City Council.

Many records were created before the policies and retention schedules described in 4.9 and were retained in line with statutory requirements.

These were collected by the then Glasgow City Archives (later Strathclyde Regional Archives) from the 1960s for permanent retention or where transferred from the mid1980s to the Records Management programme for retention until their date of disposal.

- e) Who compiled the policies and/or procedures?

Officers of the Council.

- f) When were the policies and/or procedures put in place?

The various policies and procedures were put in place.

- g) Were such policies and/or practices reviewed?

Yes

- h) If so, what was the reason for review?

To bring policies etc. into line with legislation/regulatory changes etc.

The 1976 policy and related guidelines was the first foster-specific policies for more than 40 years.

The 1986 Foster guidelines, which replaced those in place in the 1970s, brought together the policies, practices and procedures relating to fostering in Strathclyde. Their production and distribution to all Social Workers emphasised the importance placed on the foster care service and the need for continuing development. The guidelines brought together existing policies and procedures and introduced new ones. These include all fostering assessments being presented to Adoption and Fostering Panels; the role of the link worker; a written report on every placement; Foster Homes Reviews and the further right of Appeal.

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

The 1986 guidelines brought together existing policies and procedures and introduced new ones. These include all fostering assessments being presented to Adoption and Fostering Panels; the role of the link worker; a written report on every placement; Foster Homes Reviews and the further right of Appeal.

- j) Why were changes made?

To meet any changes in legislation/regulation and underpin the development of the foster care services which had created greater expertise in recruitment, assessment, preparation and continued support for families and the children placed with them

- k) Were changes documented?

Yes

- l) Was there an audit trail?

Yes

Present

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

Yes

- n) If so, please give details.

In addition to formal investigation processes, all complaints and allegations against foster carers are logged with the Care Inspectorate.

Foster carers are advised of their right to access the Council's complaints process and/or to contact the Scottish Public Services Ombudsman (SPSO).

(ii) Practice

Past

- a) Did the local authority adhere in practice to its policy/procedures in relation to the provision of foster care?

The documentary evidence shows a level of adherence across its policies and procedures.

Did the local authority adhere in practice to its policy/procedures on the following:

- i. Child welfare (physical and emotional)
- ii. The child's views
- iii. Placement of siblings
- iv. The placement of a child in foster care
- v. The particular placement of a child with foster carers
- vi. Contact between a child in foster care with his or her family
- vii. Contact between a child in foster care and others in foster care
- viii. Information sharing with the child's family
- ix. Fostering panels (including constitution, remit, frequency and record keeping)
- x. Recruitment and training of foster carers
- xi. Requiring employers to divulge details of complaints etc. in relation to prospective foster carers to the local authority
- xii. Reviewing a child's continued residence in foster care or in a particular foster care placement
- xiii. Visits to a foster care placement (including frequency, purpose, content, follow up and record keeping)
- xiv. Transfer of a child from one foster placement to another (including preparation and support)
- xv. Transfer of a child between foster care and residential care (including preparation and support)
- xvi. Child protection
- xvii. Complaints handling
- xviii. Whistleblowing
- xix. Record retention

There is evidence of adherence across many of the policies and procedures above named. In respect of policies etc. re visits, these policies were adhered to over much of the time of the Inquiry. For instance, there is evidence of levels of adherence 1930-1948, under the aegis of the Public Assistance Department and in respect of the

Children's Department, 1949-1968. In the late 1960s until the mid-1970s Glasgow (and other areas of Strathclyde) struggled to undertake the no of visits required.

b) How was adherence demonstrated?

The level of adherence policies and procedures can be discovered in Boarded-out volumes/cards 1930-1948, Children Born Series, 1930s - 1960s and Children's Case files 1949s-1980s

c) How can such adherence be demonstrated to the Inquiry?

See c) above

d) Were relevant records kept demonstrating adherence?

Yes

e) Have such records been retained?

Yes

f) If policy/procedure was not adhered to in practice, why not?

For a short part of the period of the Inquiry the predecessor authorities of Glasgow City Council did not fulfil the numbers of visits. The large number of children coming into the system put tremendous pressure on resources. Remedying this was a priority for Strathclyde Region who immediately put into place the required policies/procedures etc.

g) If policy/procedure was not adhered to in practice, what was the practice?

Did not meet the required level of visits in this short period.

Present

h) With reference to the present position, are the answers to any of the above questions different?

Yes

i) If so, please give details.

For all children and young people who require to be placed in foster care, a referral is required. This referral must outline the child or young person's current circumstances and a comprehensive assessment of his/her needs, taking account of age, gender, health, education, family and significant relationships, and behaviour.

The Looked After Children procedures specify the series of care plan meetings that must take place prior to or soon after accommodation, and timescales for ongoing care plan reviews.

The procedures state that Looked After and Accommodated children and young people must have a Child's Assessment and Plan.

Children's Rights information is sent to the allocated worker of all children aged 8 years and over who are accommodated in foster care. This forms the basis of discussion with the child or young person regarding the level and type of support they can expect to receive and how to make a complaint.

4.3 Children

(i) Policy

Past

- a) What policies and/or procedures did the local authority have in place in relation to the care of children in foster care?

From 1930 to 1975, the evidence comes from decisions by the various governing committees. Subsequently Strathclyde Regional Council produced a number of policies regarding foster care.

- b) Was there a particular policy and/or procedural aim/intention?

Yes

- c) Where were such policies and/or procedures recorded?

Yes

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

- i. Safeguarding
- ii. Child Protection
- iii. Medical care
- iv. Children's physical wellbeing
- v. Children's emotional and mental wellbeing
- vi. Schooling/education
- vii. Discipline
- viii. Activities and holidays for children
- ix. Sharing a bedroom
- x. Contact with family members
- xi. Contact with siblings
- xii. Celebration of birthdays and other special occasions
- xiii. Information sharing by the foster carer with family members

See 4.2 b) above and note the additional information

Activities and Holidays for children

Public Assistant Department annual reports details activities and holidays.

1979 Social Work Manual provides details of centres offering holidays to children in care of the authority.

Schooling/Education

The Officer/Member Report on Child Care (1978) stressed the need to develop links and the school particularly with the class teacher, guidance teacher and head teacher.

The Key Worker approach in the Home and Away Policy involved the identified staff member for a particular resident in liaison and task centred work which included both families and schools.

The residential Child Care Action Plan states that the most appropriate option for schooling must be discussed at the earliest opportunity, and at least within two working days of admissions.

Discipline

There are various guidelines on discipline for schools, approved schools and residential homes.

In 1968 Glasgow Corporation agreed to accept the Statement of Principles and Code of Practice contained in the booklet issued by the Liaison Committee on Education Matters in connection with the elimination of corporal punishment in schools. It altered its regulations which were issued to all teachers on appointment.

Foster Policy and Guidelines

The Officer/Member group on Child Care (1978) recommended the Council consider their position concerning punishment in Children's Homes in general, but in particular corporal. At that time it had been left to the discretion of the Head of each home. The group recommended that the whole question of punishment and the use of smacking in residential homes be examined in detail and a policy statement issued to all – as guidelines for practice.

Foster Guidelines

The Home or Away Strategy that to resort to corporal punishment or excessive physical restraint was not appropriate and recommended new methods of intervention in respect of behavioural issues.

Practice notes for social work residential staff on "Attendance at School and Exclusions from School relative to Children in Care" were issued in March 1986.

The Young People in Trouble Report by the Directors of Education and Social Work and the Reporter to the Children's Panel, April 1988, included recommendations for discipline in school, April 1988.

- e) Who compiled the policies and/or procedures?

Officers of the various departments: (Public Assistance, Education, Health and latterly of the Children's Department) and Social Work and Education from 1968.

- f) When were the policies and/or procedures put in place?

These policies date back to the 1930s-1990s.

- g) Were such policies and/or practices reviewed?

Yes

- h) If so, what was the reason for review?

To meet statutory and regulatory changes.

In addition, in 1975/6 and 1986 Strathclyde Region produced comprehensive policy and guidance specifically targeting foster care which was part of key strategy to improve child care in general and foster care specifically.

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

See 4.2 above

- j) Why were changes made?

To meet statutory and regulatory changes and in line with priorities of the Council in respect of Child Care.

- k) Were changes documented?

Yes

- l) Was there an audit trail?

Yes

Present

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

Yes

- n) If so, please give details.

Unrelated children are not permitted to share a bedroom in foster care.

In the main, children aged 12 years or over do not share a bedroom with younger siblings.

Wherever practically possible and if in line with the care plan, children and young people in foster care attend the educational establishment they attended prior to accommodation. The geographical spread of foster carers can result in children having to move to educational establishments closer to their foster home.

Foster carers are encouraged to include foster children in family holidays, subject to parental consent and care plan requirements.

Foster carers support contact for foster children with parents and other family members in line with the agreed care plan. They are financially supported to do so through the payment of mileage expenses.

Foster carers are expected to celebrate birthdays and other significant events for foster children and young people. They are financially supported to do this through four additional payments of the child's fostering allowance over the course of a year –

1 extra for the child's birthday; 1 extra for Christmas/Festive Period; 2 extra at the summer holiday period.

Corporal punishment is illegal and is not permitted in foster care.

(ii) Practice

Past

- a) Did the local authority adhere in practice to its policy/procedures relating to the care of children in foster care?

Yes

- b) Did the local authority adhere in practice to its policy/procedures in terms of the following?

- i. Safeguarding

- ii. Child Protection
- iii. Medical care
- iv. Children's physical wellbeing
- v. Children's emotional and mental wellbeing
- vi. Schooling/education
- vii. Discipline
- viii. Activities and holidays for children
- ix. Sharing a bedroom
- x. Contact with family members
- xi. Contact with siblings
- xii. Celebration of birthdays and other special occasions
- xiii. Information sharing by the foster carer with family members

There is historic evidence of Glasgow City Council (and predecessors) level of adherence

c) How was adherence demonstrated?

Corporation minutes (1930-1975), annual reports of the Children's Department, 1949-1967, Public and of Public Assistance (later Welfare) 1930-1948: Boarded-out volumes and cards, 1930-1948; Children Born Series, 1930s-1960s; Case files, c1941-1990s

d) How can such adherence be demonstrated to the Inquiry?

Examining records in c) above

e) Were relevant records kept demonstrating adherence

Yes

f) Have such records been retained?

Yes

g) Policy/Procedure was not adhered to in practice, why not?

Not Applicable

h) If Policy/Procedure was not adhered to in practice, what was the practice?

Not Applicable

Present

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

No

- j) If so, please give details.

Not Applicable

4.4 Foster carers

(i) Policy

Past

- a) What policies and/or procedures did the local authority have in relation to foster carers?

See 1.1 c for details of guidelines etc. A history of Boarded out by a former poor law Inspector/Children's Department inspector notes that foster carers had a handbook which they had to produce at every visit. At the front of that handbook was a list of responsibilities of foster carers. Strathclyde Regional Council introduced new foster policies/guidelines in 1975/6 and 1986, which included a foster carer handbook.

- b) Was there a particular policy and/or procedural aim/intention?

Yes

- c) Where were such policies and/or procedures recorded?

Yes

- d) What did the policies and/or procedures set out in terms of the following?
- i. Recruitment
 - ii. Standard and size of accommodation
 - iii. Number, age and gender of children accommodated/in the household
 - iv. Pre-approval/registration checks
 - v. References
 - vi. Foster care agreements
 - vii. Induction
 - viii. Transfer of foster carers to or from other organisations or local authorities
 - ix. Review/supervision
 - x. Training
 - xi. Personal development

- xii. Disciplinary actions
- xiii. Removal of approval/registration

See above I and note the following:

Standards and size of accommodation

The Public Assistance Department was responsible for boarded-out children. Glasgow Corporation Councillors/Baillie's were responsible for visiting the foster homes and reported back to the Corporation. The visitor books/boarded-out volumes show comments about numbers of rooms and the accommodation.

The Children-Born series (case files from the 1930s-1950s) will include commentary about the standard and size of accommodation,

Removal of approval/registration

The 1985 Fostering guidelines outlines the process for Social Workers to deregister foster parents. Reasons may include:

- Reasons of age
- Where there have been complaints which have been substantiated
- Dissatisfaction with standard of care
- Placement disruption and it is not considered appropriate for the foster carer to continue

e) Who compiled the policies and/or procedures?

The policies and procedures were compiled by officials of the relevant departments of the local authority.

f) When were the policies and/or procedures put in place?

The policies and procedures were introduced by the responsible departments over the lifetime of the enquiry. See 1.8 (ii) a-k

g) Were such policies and/or practices reviewed?

Yes

h) If so, what was the reason for review?

To meet new legislative and regulatory requirements and with Council priorities for improving the service.

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

The 1986 guidelines brought together existing policies and procedures and introduced new ones. These include all fostering assessments being presented to Adoption and Fostering Panels; the role of the link worker; a written report on every placement; Foster Homes Reviews and the further right of Appeal.

Also Refer to 1.8 (ii) a-k

- j) Why were changes made?

To meet new legislative and regulatory requirements and with Council priorities for improving the service.

- k) Were changes documented?

Yes

- l) Was there an audit trail?

Yes

Present

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

Yes

- n) If so, please give details.

The National Review of Foster Care, completed in 2013, introduced limits to the number of unrelated children who can be placed in a fostering household. The fostering service adheres to this.

Foster carers are approved and deregistered as a result of a decision by the Agency Decision Maker, following recommendation from Fostering Panel. This is done in line with the Fostering Regulations.

(ii) Practice

Past

- a) Did the local authority adhere in practice to its policy/procedures in relation to foster care?

Documentary evidence of non-adherence has been sighted in relation to the frequency of visits

- b) Did the local authority adhere in practice to its policy/procedures in terms of the following?
- i. Recruitment
 - ii. Standard and size of accommodation
 - iii. Number, age and gender of children accommodated/in the household
 - iv. Pre-approval/registration checks
 - v. References
 - vi. Foster care agreements
 - vii. Induction
 - viii. Transfer of foster carers to or from other organisations or local authorities
 - ix. Review/supervision
 - x. Training
 - xi. Personal development
 - xii. Disciplinary actions
 - xiii. Removal of approval/registration

No evidence of non-adherence to policies/procedures have been sighted in historic records.

- c) How was adherence demonstrated?

Reports and analysis of figures re child care and the boarded-out volumes etc.

- d) How can such adherence be demonstrated to the Inquiry?

Through existing records

- e) Were relevant records kept demonstrating adherence?

Boarded out volumes/cards Children in care and Case files

- f) Have such records been retained?

Yes

g) If policy/procedure was not adhered to in practice, why not?

Not Applicable

Present

h) With reference to the present position, are the answers to any of the above questions different?

Yes

i) If so, please give details.

The fostering service adheres to policy and procedures. This is evidenced through carer records. There is periodic scrutiny from the Care Inspectorate by means of regular inspections, and the Council's Audit team.

4.5 Other members of the foster carer's household

(i) Policy

Past

a) What policies and/or procedures did the local authority have in place in relation to other members of the foster carer's household?

See 1.8 (ii) a-k

b) Was there a particular policy and/or procedural aim/intention?

Yes

c) Where were such policies and/or procedures recorded?

Yes

d) Who compiled the policies and/or procedures?

Officers of Glasgow City Council and predecessor authorities.

e) When were the policies and/or procedures put in place?

There were a number of policies and procedures established in 1930-1948 by the Public Assistance (later Welfare Department). In the 1970s-1980s Strathclyde Regional Council produced the first suite of Fostering policies in 40 years.

f) Were such policies and/or practices reviewed?

Yes

g) If so, what was the reason for review?

The council responded to changes in legislation; regulations; government policies and guidelines; and determination to transform foster care in Strathclyde.

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

The 1986 guidelines brought together existing policies and procedures and introduced new ones. These include all fostering assessments being presented to Adoption and Fostering Panels; the role of the link worker; a written report on every placement; Foster Homes Reviews and the further right of Appeal.

See also 1.8(ii) a-k

i) Why were changes made?

The 1986 guidelines brought together existing policies and procedures and introduced new ones. These include all fostering assessments being presented to Adoption and Fostering Panels; the role of the link worker; a written report on every placement; Foster Homes Reviews and the further right of Appeal.

j) Were changes documented?

Yes

k) Was there an audit trail?

Yes

Present

l) With reference to the present position, are the answers to any of the above questions different?

No

m) If so, please give details.

Not Applicable

(ii) Practice

Past

- a) Did the local authority adhere in practice to its policy/procedures in relation to other members of the foster carer's household?

No evidence of non-adherence has been sighted.

- b) How was adherence demonstrated?

Through records of Boarded-out children, 1930-1948; and Children's Care volume and files, 1930s-current, will evidence the levels of adherence.

- c) How can such adherence be demonstrated to the Inquiry?

Through archives and records described in b) above will evidence levels of adherence.

- d) Were relevant records kept demonstrating adherence?

Yes

- e) Have such records been retained?

Yes

- f) If policy/procedure was not adhered to in practice, why not?

Not Applicable

Present

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

No

- h) If so, please give details.

Not Applicable

4.6 Placement of children by the local authority with foster carers approved/registered by other local authorities or organisations

(i) Policy

Past

- a) What policies and/or procedures did the local authority have in place in relation to placement of children with foster carers approved/registered by other local authorities or organisations?

1975-1996

In April 1976 the Social Work Committee of SRC approved recommendations of the Convention of Scottish Local Authorities (COSLA) regarding supervision of children placed in other regions. Due to the lack of staff resources, it is noted that many authorities were unable at the present time to accept responsibility for supervision of SRC children.

The arrangements for supervision were that:

- The receiving authority should accept responsibility for the effective supervision of children received within their area.
- social workers from both care and receiving authorities should meet at least annually to review the progress of the child and continually plan for his/her long-term future; and should exchange quarterly reports to cover the development and wellbeing of the child and the changing circumstance of his/her own home situation.

- b) Was there a particular policy and/or procedural aim/intention?

Yes

- c) Where were such policies and/or procedures recorded?

Yes

- d) Who compiled the policies and/or procedures?

Glasgow Corporation agreed to implement policies proposed by COSLA.

- e) When were the policies and/or procedures put in place?

1976

- f) Were such policies and/or practices reviewed?

No evidence of changes have been sighted in the historic records.

g) If so, what was the reason for review?

No evidence of changes have been sighted in the historic records.

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

No evidence of changes have been sighted in the historic records.

i) Why were changes made?

No evidence of changes have been sighted in the historic records.

j) Were changes documented?

No evidence of changes have been sighted in the historic records.

k) Was there an audit trail?

Not Applicable.

Present

l) With reference to the present position, are the answers to any of the above questions different?

Yes

m) If so, please give details.

When Glasgow places children or young people with foster carers approved by other authorities or agencies, Glasgow retains responsibility for the care planning and safeguarding of those children.

(ii) Practice

Past

a) Did the local authority adhere in practice to its policy/procedures in relation to placement of children with foster carers approved/registered by other local authorities or organisations?

No evidence of non-adherence has been sighted.

b) How was adherence demonstrated?

No evidence of adherence/non-adherence has been sighted has been sighted.

c) How can such adherence be demonstrated to the Inquiry?

Foster carer/children's files and boarded/out records may show levels of adherence but this not detected in case files which were checked. ..

d) Were relevant records kept demonstrating adherence?

Foster carer and children's case files may show adherence/non-adherence but given the scale of holdings here for Glasgow/Strathclyde from 1930-present, this is difficult to detect.

e) Have such records been retained?

Yes

f) If policy/procedure was not adhered to in practice, why not?

Not applicable

Present

g) With reference to the present position, are the answers to any of the above questions different?

No

g) If so, please give details.

No evidence of non-adherence has been sighted.

4.7 Complaints and Reporting

(i) Policy

Past

a) What policies and/or procedures did the local authority have in place in relation to complaints and reporting about foster care?

The Home and Away Strategy details Complaint Procedures and the Right of Appeal.

The Children's Charter included a leaflet advising them of complaints procedures.

In 1994 the Social Work Department established a complaints procedure.

See for complaints under the 1976 and 1986

b) Was there a particular policy and/or procedural aim/intention?

Yes

c) Where were such policies and/or procedures recorded?

These were recorded in the Council minutes/meeting papers

d) What did the policies and/or procedures set out on the following:

- i. Complaints by children
- ii. Complaints by foster carers
- iii. Complaints by family members of children
- iv. Complaints by third persons
- v. Whistleblowing
- vi. Support, including external support, for those who made the complaint or those who were the subject of complaint
- vii. Response to complaints (including response by the local authority)
- viii. External reporting of complaints

The 1994 complaints procedure applied across the whole of the Social Work function and all complaints regarding foster care were to fall within this general guidance.

e) Who compiled the policies and/or procedures?

Officers of the Council

f) When were the policies and/or procedures put in place?

Complaints procedures are covered in the Home and Away Strategy for the Eighties, the Chart for Children's Rights in 1988, and in the 1994 and an overarching complaints procedure was introduced in 2004.

g) Were such policies and/or practices reviewed?

Yes

h) If so, what was the reason for review?

To meet regulatory and statutory requirements and to respond to the changes in professional standards/guidance.

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

The 1994 procedures covered the entire Social Work function.

- j) Why were changes made?

The 1994 procedures were introduced with the 1001 SWSG Circular SW5/1551 "Local Government Complaints Procedure" and reflect those guidance notes.

- k) Were changes documented?

Yes

- l) Was there an audit trail?

Yes

Present

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

Yes

- n) If so, please give details.

Complaints by foster children or their family members are investigated by officers of the Council.

Complaints by foster carers are investigated by officers of the Council.

Complaints by members of the public are investigated by officers of the Council.

Complaints against foster carers are investigated by officers of the Council and are logged and reported to the Care Inspectorate.

The Council has a Whistleblowing policy for members of staff and members of the public.

(ii) Practice

Past

- a) Did the local authority adhere in practice to its policy/procedures in relation to complaints and reporting about foster care?

There are very large quantities of data under the general heading of complaints in our Records Management system (which has a total of 2-3million records), with no way of identifying complaints about fostering. Similarly there are large numbers of children's case files and foster parent files within the system, but nothing to identify which of these might include complaints.

- b) Did the local authority adhere in practice to its policy/procedures on the following:
- i. Complaints by children
 - ii. Complaints by staff
 - iii. Complaints by family members of children
 - iv. Complaints by third persons
 - v. Whistleblowing
 - vi. Support, including external support, for those who made the complaint or those who were the subject of complaint
 - vii. Response to complaints (including response by the local authority)
 - viii. External reporting of complaints

See a) above.

- c) How was adherence demonstrated?

See a) above.

- d) How can such adherence be demonstrated to the Inquiry?

Production of case files relating to children whose care has been the subject of a complaint.

- e) Were relevant records kept demonstrating adherence?

See d) above.

- f) Have such records been retained?

Yes in respect of d) and e) above.

- g) If policy/procedure was not adhered to in practice, why not?

See a-c above.

Present

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

Yes

- i) If so, please give details.

Glasgow City HSCP (Glasgow City Council) has appointed a Business Development Manager for complaints and enquires. The Manager is responsible for having an oversight in relation to the management of complaints and adherence to policy and procedures. This includes reporting to the Performance and Audit committee of the Integration Joint Board.

4.8 Internal Investigations

(i) Policy

Past

- a) What policies and/or procedures did the local authority have in place in respect of internal investigations relating to abuse or alleged abuse of children in foster care?

There is no documentary evidence sighted in relation to internal investigations in relation to foster care between 1930 and 1978.

There were various child protection policies and procedures produced in 1979, 1983, 1989, 1993 (amended supplementary procedures), and in 1996 (interim procedures). There were Child Protection Procedures produced by authorities in the West of Scotland in 2001.

- b) Was there a particular policy and/or procedural aim/intention?

No documentary evidence sighted other than the Child Protection Procedures dating from 1979.

- c) Where were such policies and/or procedures recorded?

Various, paper copies held in offices of document produced from 1979 to 1996 with a move to online thereafter.

- d) What did the policies and/or procedures set out on the following:
- i. Approach to/process of internal investigations
Where referenced to follow Child Protection Procedures.
 - ii. Identifying lessons/changes following internal investigations
No documentary evidence is sighted for procedures regarding lessons/ changes following internal investigations.
 - iii. Implementation of lessons/changes following internal investigations
No documentary evidence is sighted for procedures regarding lessons learned following internal investigations.
 - iv. Compliance
No documentary evidence is sighted.
 - v. Response (to child and abuser)
No documentary evidence is sighted.
 - vi. Response to complaints (including response by local authority)
See section 4.7 Complaints and Reporting.
 - vii. External reporting following internal investigations
No documentary evidence is sighted
- e) Who compiled the policies and/or procedures?
Officers of the Council
- f) When were the policies and/or procedures put in place?
See (a) above
- g) Were such policies and/or practices reviewed?
See (a) above
- h) If so, what was the reason for review?
No documentary evidence is sighted.

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

No documentary evidence is sighted.

- j) Why were changes made?

No documentary evidence is sighted.

- k) Were changes documented?

Yes

- l) Was there an audit trail?

Yes

Present

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

Yes

- n) If so, please give details.

The policy in relation to the management of abuse or allegations of abuse is contained within the Child Protection Procedures and governed via Child Protection Processes, with a Senior Manager stepping in to Chair any relevant Conferences or Meetings.

(ii) Practice

Past

- a) Did the local authority adhere in practice to its policy/procedures in respect of internal investigations relating to the abuse or alleged abuse of children in foster care?

No documentary evidence sighted.

- b) Did the local authority adhere in practice to its policy/procedures on the following:

- i. Approach to/process of internal investigations

No documentary evidence sighted.

ii. Identifying lessons/changes following internal investigations

No documentary evidence sighted.

iii. Implementation of lessons/changes following internal investigations

No documentary evidence sighted.

iv. Compliance

No documentary evidence sighted.

v. Response (to child and abuser)

No documentary evidence sighted.

vi. Response to complaints (including response by local authority)

No documentary evidence sighted.

vii. External reporting following internal investigations

No documentary evidence sighted.

c) How was adherence demonstrated?

No documentary evidence sighted.

d) How can such adherence be demonstrated to the Inquiry?

No documentary evidence sighted.

e) Were relevant records kept demonstrating adherence?

No documentary evidence sighted.

f) Have such records been retained?

No documentary evidence sighted.

g) If policy/procedure was not adhered to in practice, why not?

No documentary evidence sighted.

Present

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

No

- i) If so, please give details.

No evidence of non-adherence has been sighted.

4.9 Record keeping

(i) Policy

Past

- a) What policies and/or procedures did the local authority have on record keeping in relation to foster care?

In 1930 Glasgow Corporation inherited the responsibility for managing education and public assistance, which had previously administered by the Education Authority and the Parish Councils. Both bodies (and their predecessors) were required to meet the instructions of the central bodies in Edinburgh in respect of creation of records, and many of these have been kept permanently as archives. These rules remained in place.

In the early 1960s the Town Clerk produced a list of the most important committee papers. This list was used as a guide to the selection of papers for permanent retention.

The 1971 and 1979 manuals provide instruction on report writing and case files. This was updated by Strathclyde Regional Council in the early 1980s.

In 2000-2001, the Council agreed a policy on the preservation of Archives and Records, which established the governance arrangements, including the role of the City Archivist. It included the need for agreement regarding Retention Schedules.

In 2015 Glasgow City council submitted its Records Management Plan to the keeper of the Records of Scotland, under the terms of the Public Records (Scotland) Act 2011, which received his approval.

- b) What policies and/or procedures did the local authority have on record keeping by foster carers?

In view of the emphasis that was required to be places on record keeping in relation the Children Act 1975, there was a need to instigate a formal system for the storage and retrieval of records and in order to prevent any gaps in child care records.

In 2000-2001, the Council agreed a Policy on the preservation of Archives and records, which established the governance arrangements, including the role of the City Archivist. It included the need for agreement regarding retention schedules.

In 2015 Glasgow City Council submitted its Records Management Plan to the Keeper of the records of Scotland, under the terms of the Public Records (Scotland) Act 2011, which received his approval.

- c) In relation to (a) and (b) above, was there a particular policy and/or procedural aim/intention? Where were such policies and/or procedures recorded?
- d) What did the policies and/or procedures set out in relation to record keeping on the following:
- i. Children in foster care
 - ii. Foster carers
 - iii. Visits to children and foster carers
 - iv. Complaints
 - v. Investigations (both internal and external)
 - vi. Discipline
 - vii. Responding to requests from former children in foster care for information/records
 - viii. Other issues relevant to foster care

The policies on the 1970s-2001 were high level, but various procedures were established to compile and apply retention schedules in respect of Social Work activities, in particular those relating to statutory functions. The Records Management Plan agreed in 2015, included a comprehensive set of retention schedules across all of Glasgow City Council functions and including records relating to all of the above.

- e) Who compiled the policies and/or procedures?

The City Archivist, together with the relevant officers from other departments, compiled the 1980s and 2001 plan.

The 2015 plan was compiled by officers of Glasgow City Council and Glasgow Life.

- f) When were the policies and/or procedures put in place?

As 4.12 ii

- g) Do such policies and/or procedures remain in place?

The policies and procedures submitted in the Records Management Plan are in place.

- h) Were such policies and/or practices reviewed?

There have been on-going reviews of the various policies and procedures in the 1980s-1990s. There was a major review as a result of the requirements of the Public Records (Scotland) Act 2011. The policies have been reviewed regularly.

- i) If so, what was the reason for review?

In terms of the earlier policies and procedures, these were reviewed as a result of experience and the availability of professional guidance e.g. Retention Schedules produced by the then Society of Archivists for the UK in 1983 (England) and 1998 UK wide. The Scottish recommendations were based on those practices by Strathclyde Regional Archives.

Since 2010, wholesale changes were introduced as a result of the:

- Adoption of EDRMS
- Public Records (Scotland) Act 2011

All policies and procedures are under regular review.

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

There were on-going additions to the records retention schedules and departments were required to apply retention schedules when transferring material to the City Archives (Strathclyde Regional Archives 1975 – 1996).

The Public records (Scotland) Act 2011 and the required Records Management Plan required a major overhaul of all the policies and processes, putting records management in the context of broader information management principles, and including a business classification scheme, and a suite of retention schedules.

- k) Why were changes made?

There were also challenges presented by the closure of a number of Social Work buildings in the early 1980s.

The Tom Shaw Inquiry, the Kerelaw Inquiry, EDRMS and the PRS (A) 2011 were contributory factors to the development of changes in record keeping practices.

l) Were changes documented?

Yes

m) Was there an audit trail?

Present

n) With reference to the present position, are the answers to any of the above questions different?

No

o) If so, please give details.

Not Applicable

(ii) Practice

Past

a) Did the local authority adhere in practice to its policy/procedures in relation to record keeping?

The policies and practices were adhered to within the archives and records management process.

b) Did the local authority check adherence in practice to its policies and/or procedures in relation to record keeping by foster carers?

Yes

c) Did the local authority adhere in practice/check adherence in practice to its policy/procedures in relation to record keeping on the following:

- i. Children in foster care
- ii. Foster carers
- iii. Visits to children and foster carers
- iv. Complaints
- v. Investigations (both internal and external)
- vi. Discipline
- vii. Responding to requests from former children in foster care for information/records
- viii. Other issues relevant to foster care

There are case files for foster children and foster carers going back over 100 year boarded out volumes from the 1930's and the volumes of children in care c.1930-c1960s and individual case files records from c.1946 which record relating to the child's care. The detail in the child care file would be dependent on the period of the foster carer and the social worker.

d) How was adherence demonstrated?

In terms of the boarded out volumes/volumes of children in care these were sampled from the 1930s to the c.1960s. The former give names of children and foster parents, and also have short comments from visitors about the placements. The Children in Care volumes record details of visits/accommodation etc. but have no evidence sighted of complaints. The case files are used by Complaints/Investigating Unit but who are supplying details of the investigation.

e) Were relevant records kept demonstrating adherence?

There are documentary records. See d) above.

f) Have such records been retained?

Yes in accordance with Glasgow City Council and earlier retention schedules.

g) If policy/procedure was not adhered to in practice, why not

In respect of records listed under d) much of these pre-date policies and procedures dealing with investigations and complaints. The first major policies for foster care for 40 years were introduced in the mid-1970s.

h) Did the local authority undertake any review or analysis of its records to establish what abuse or alleged abuse of children cared for in foster care may have taken place?

No

Glasgow City Council keeps a database of investigations arising out of complaints.

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

No review or analysis has taken place.

j) How have the outcomes of investigations been used to improve systems, learn lessons?

Not Applicable.

k) What changes have been made?

Not Applicable

l) How are these monitored?

Not Applicable

m) Did the local authority afford former children in care access to records relating to their time in foster care?

Yes

n) If so, how was that facilitated?

This was through the Social Work Department.
Access to records are facilitated in line with the legislation and policy in relation to Subject Access Requests and the Historical Allegations Practice Guidance.

o) If not, why not?

Not Applicable.

Present

p) With reference to the present position, are the answers to any of the above questions different?

No

q) If so, please give details.

Not Applicable

r) Please provide details of the types of any records currently held relating to the children in foster care in respect of the following:

i. Children in foster care

All children and young people have individual electronic records in the careFirst system. They will also have an electronic file in our document management system (EDRMS).

ii. Staff with responsibilities for foster care

Each of our staff have HR records. They will also have individual records of supervision and performance development plans held by their direct line managers.

iii. Foster carers

Foster carers have individual papers files as well as some recording in careFirst.

iv. Complaints

Complaints are logged in the child or young person's file, the carers record and centrally by the HSCP complaints team as well as by the fostering service. They are reported to the Care Inspectorate where appropriate.

v. Investigations (both internal and external)

Investigation are logged in the child or young person's file, the carers record and centrally by the fostering service. They are reported to the Care Inspectorate.

vi. Responding to requests from former children in foster care for information/records

Access to records are facilitated in line with the legislation and policy in relation to Subject Access Requests and the Historical Allegations Practice Guidance.

Part D – Abuse and Response

The questions in Part D should be answered in respect of abuse or alleged abuse relating to the time frame 1930 to 17 December 2014 only.

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?

Sexual, physical, emotional and neglect.

5.2 Extent

- a) What is the local authority's assessment of the scale and extent of abuse of children in foster care?

It is known that a number of children and young people have been victims of abuse while in foster care. Details are available in the appendices.

- b) What is the basis of that assessment?

Glasgow City Council has recorded a number of instances where children and young people have been victims of abuse while in foster care.

- c) How many complaints have been made in relation to alleged abuse of children in foster care?

The appendices detail the numbers of complaints that are reportable from records available.

- d) Against how many foster carers have the complaints referred to at (c) above been made?

The information available is detailed in the appendices.

- e) How many foster carers have been convicted of, or admitted to, abuse of children?

The information available is detailed in the appendices.

- f) How many foster carers have been found by the local authority to have abused children?

The information available is detailed in the appendices.

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

The information available is detailed in the appendices.

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

The information available is detailed in the appendices.

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

The information available is detailed in the appendices.

- 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?

The information available is detailed in the appendices.

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

The information available is detailed in the appendices.

- l) How many other children placed in foster care in the same placement have been found by the local authority to have abused children?

The information available is detailed in the appendices.

5.3 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?

Disclosures have been made historically and while children and young people have been in placement. Details are available in the appendices.

- b) To what extent were complaints and disclosures made while the abuse or alleged abuse was on-going or recent?

There are some disclosures where abuse or alleged abuse was ongoing or recent.

- c) To what extent were/are complaints made many years after the alleged abuse i.e. about non-recent abuse?

There are some complaints where the alleged abuse was made about non recent abuse.

- d) Are there any patterns of note in terms of the timing/disclosure of abuse and/or alleged abuse?

No patterns have been recorded.

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?

No external inspections have been conducted relating to children in foster care which considered issues relation to abuse and/ or alleged abuse of children.

For each such external inspection please answer the following:

- b) Who conducted the inspection?
Not Applicable.
- c) Why was the inspection conducted?
Not Applicable.
- d) When was the inspection conducted?
Not Applicable.
- e) What was the outcome of the inspection 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 inspection and its outcome?
Not Applicable.
- g) Were recommendations made following the inspection?
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.

5.5 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?

No external investigations have been conducted relating to children in foster care which considered issues relation to abuse and/ or alleged abuse of children.

For each such external investigation please answer the following:

- b) Who conducted the investigation?
Not Applicable.

- c) Why was the investigation conducted?
Not Applicable.
- 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?

No external inspections or investigations have been conducted relating to children in foster care which considered issues relation to abuse and/or alleged abuse of children.
- b) What was the local authority's procedure/process for responding to the outcomes of such external inspections and/or investigations?

Not Applicable.
- c) What was the local authority's procedure/process for implementing recommendations which followed from such external inspections and/or investigations?

Not Applicable.

5.7 Impact

- a) What is known about the impact of abuse on those children in foster care who were abused, or alleged to have been abused?

The local authority has some knowledge of the impact information provided by children and young people dependant on individual circumstances.

- b) Where does the local authority's knowledge/assessment of that impact come from?

From the information provided by children and young people.

- 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?

As above.

- d) Where does the local authority's knowledge/assessment of that impact come from?

As above.

5.8 Known Abusers and Alleged Abusers

- a) Does the local authority know of specific abusers, or alleged abusers, of children in foster care?

Yes

- b) If so, what are the names of the abusers, and/or alleged abusers?

The information available is detailed in the appendices.

- c) For each of these persons, please provide as much as possible of the following information:

- the period (dates) during which they are known or alleged to have abused children in foster care
- if they were foster carers, or if not, their relationship with the foster carers or what other role they had during the period of abuse and/or alleged abuse

- the knowledge sought or received about them by the local authority at the point of approval/registration of foster carers and thereafter
- any information (including regarding abuse or alleged abuse) sought by, or provided to, third parties or future employers at any point after the allegation of abuse was made,

The information available is detailed in the appendices.

- d) Were known abusers, or alleged abusers, of children permitted to continue as foster carers?

In some circumstances foster carers were permitted to continue as foster carers.

- e) If so, why was this considered to be appropriate?

Assessments of individual circumstances were undertaken.

- f) If so, what process of monitoring/supervision followed?

This is dependent on the assessment of the individual circumstances.

5.9 Specific Complaints

- a) How many specific complaints of abuse of children in foster care have been made to the local authority?

The information available is detailed in the appendices.

For each specific complaint, please answer the following:

- b) Who made the complaint?

The information available is detailed in the appendices.

- c) When was the complaint made?

The information available is detailed in the appendices.

- d) Against whom was the complaint made?

The information available is detailed in the appendices.

- e) What was the nature of the complaint?

The information available is detailed in the appendices.

The information available is detailed in the appendices.

- f) When/over what period was the abuse alleged to have taken place?

The information available is detailed in the appendices.

- g) What was the local authority's process and approach in dealing with the complaint?

The information available is detailed in the appendices.

- h) What was the local authority's process and approach for investigating the complaint?

There is a complaints procedure that is followed. It is recognised as good practice where a looked after children or young person makes a complaint they are afforded a face to face meeting with a senior manager. See Appendix FC-3 Historical Allegations Practice Guidance.

- i) What was the outcome of the complaint following that investigation?

The information available is detailed in the appendices.

- j) Did the local authority provide a specific response to the complaint?

A specific response is provided for all recorded complaints.

- k) If so, what was the form of response e.g. apology, redress, pastoral response or any other type of response?

Where available the information available is detailed in the appendices.

- l) If there was no response, why not?

This is unknown

- m) Was the information/content of the complaint passed to police?

Where available the information available is detailed in the appendices.

- n) If not, why not?

Where available the information available is detailed in the appendices.

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?

According to records held, civil court actions were brought relating to alleged abuse by foster carers.

For each such civil action, please answer the following:

- b) Who brought the action?

Appendix FC-2 details the pursuer in each case.

- c) When was the action brought?

The dates are included in Appendix FC-2

- d) Against whom was the action brought?

Glasgow City Council.

- e) What was the nature of the abuse, or alleged abuse, to which the action related?

See Appendix FC-2 for details of the alleged abuse.

- f) What were the names of the persons said to have, or alleged to have, committed abuse?

See Appendix FC-2) for names of alleged abusers.

- g) When/over what period was the abuse said, or alleged, to have taken place?

See Appendix FC-2

- h) How did the action progress?

Appendix FC-2

- i) What was the outcome?

Appendix FC-2

- j) Was the action settled on a conditional basis of confidentiality?

No

- k) Who was/were the local authority's legal representative(s) in relation to the civil action?

Glasgow City Council Legal Services acted principally for Glasgow City Council however certain actions were dealt with by Insurers external solicitors including Clyde and Co, and Kennedys.

- l) Did the local authority carry insurance for meeting civil claims at the time the action was live?

Glasgow City Council were proportionally insured for certain but not all periods of historical abuse.

- m) How/where can copies of the court papers relating to the civil action be made available to the Inquiry?

Glasgow City Council hold copies of certain court actions however some files have been destroyed in line with statutory retention periods. The courts where the actions were raised may hold copies and

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?

Glasgow City Council are unaware of specific details of how many claimants applied for criminal injuries compensation, or the amount of awards of criminal injuries compensation paid by the CICA to children cared for by foster carers.

- b) If so, please provide details if known.

Glasgow City Council has no information relevant to this question.

5.12 Police

- a) How many complaints of abuse of children in foster care have been made to the police?

Glasgow City Council are unaware of the precise numbers of complaints of abuse made by children who resided with foster carers, to the police.

In relation to each known complaint to the police, please answer the following questions:

- b) Who was the alleged abuser or abuser?

Refer to Appendix FC-2 (a)

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

Glasgow City Council are unaware of this information.

- d) If so, who conducted the investigation and when?

Glasgow City Council are unaware of this information

- e) What was the outcome of the police investigation?

- f) What was the organisation/establishment's response?

Glasgow City Council undertook Internal Investigations and external Investigations with Police Scotland.

5.13 Crown

- a) To what extent has the Crown raised proceedings in respect of allegations of abuse of children in foster care?

In relation to each time the Crown has raised proceedings, please answer the following questions:

Glasgow City Council are aware certain historic foster carers have been convicted of abuse offences against children. Further details are unknown.

- b) What is the name of the person(s) against whom the proceedings were raised?

See Appendix FC-2 (a)

- c) What was the nature of the charges?

Glasgow City Council are unaware of precise charges

- d) What was the outcome of the proceedings, including disposal/sentence if there was a conviction?

Glasgow City Council are aware certain convictions but unaware of specific disposal/sentence

Unaware of specific disposals/ sentences in some cases but not all.

- e) What was the local authority's response to the proceedings and outcome?

Where foster carers are current matters have been dealt with under the Child Protection Procedures. In addition, their circumstances have been reviewed and presented at the Fostering Panel and the Agency Decision Maker.