

DEPARTMENT OF HEALTH SOCIAL SERVICES AND PUBLIC SAFETY

STATEMENT TO THE HISTORICAL INSTITUTIONAL ABUSE INQUIRY

**RESPONSE TO THE HIAI QUESTIONS IN RESPECT OF TERMONBACCA AND
BISHOP STREET (NAZARETH HOUSE) HOMES**

17 January 2014

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HIAI Question VIII**38**

Describe the Department's role in relation to receiving and/or investigating complaints from residents within the Sisters of Nazareth institutions in Derry/Londonderry. Was there a complaint and investigation procedure and if so, what steps were taken to bring it to the attention of the residents in the homes?

HIAI Question IX**41**

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Preface

This statement has been prepared on the basis of information which the Department had to hand at the time of writing and, to some extent, on my professional knowledge. Some of the information contained in the statement may need to be amended in the light of additional documentation which the Department is in the process of receiving from the HIA Inquiry Team. It should also be noted that the information has been drawn from a wide range of sources. As a consequence, there may be minor factual inaccuracies or gaps in relation to dates or other information. A supplementary statement will be submitted to deal with any further documentation which has been supplied by the Inquiry.

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I, Hilary Ruth Harrison, will say as follows:

I am a professionally qualified social worker. I also hold a Ph.D (Psychology) as well as a Diploma in Applied Social Studies and a post-graduate Diploma in Applied Social Research. In 2002 I was awarded the OBE for public service.

Prior to my commencement of employment in 1992 with the Department of Health and Social Services as a Social Services Inspector, I held various practitioner and middle management posts over a period of 18 years in children's statutory and voluntary social care services which included the management of children's residential services and policy development responsibilities. During my term of office with the Social Services Inspectorate I participated in and on occasions led inspections of children's social care services as well as providing relevant professional advice to policy branch colleagues. I also had a lead role in 2 Departmental Inquiries established by Ministers, one of which concerned the abuse of several children by a volunteer worker and the other concerned a vulnerable adult who took his own life. I was the principal author of these Inquiry reports as well as a number of other Departmental Publications.

In 2006 the Department's Social Services Inspectorate was renamed the Office of Social Services (OSS) following the transfer of inspection functions to the Regulation and Quality Improvement Authority. I served as a Social Services Officer within OSS, providing professional advice to policy colleagues, Health and Social Services Boards and Trusts and voluntary sector providers in relation to a range of children's social care issues, until my retirement in March 2011. Since retirement I have undertaken limited work as a social care consultant focusing mainly on issues related to child protection and children in care.

In view of my background knowledge and expertise, I have been asked by the Department of Health, Social Services and Public Services to prepare the following witness statement on its behalf.

Introduction

1. This statement aims to address the information sought by the Historical Institutional Abuse (HIA) Inquiry in relation to the Termonbacca and Bishop Street (hereafter referred to as Nazareth House) children's homes. The Department notes the request of the Inquiry that the questions with regard to these homes should be addressed in detail.
2. By way of general background to the information presented below and with specific reference to the care of children in institutions and children's homes 1922-1995, historically the role of the Department and its predecessors was to:
 - plan strategically and establish the policy framework within which institutional and residential care services for children were to be delivered;
 - bring forward legislation and guidance to achieve policy goals;
 - secure funding from the Treasury to enable local government structures/statutory agencies and, where relevant, the voluntary and independent sectors to implement legislation and Departmental policy;
 - certify reformatories and industrial schools (pre 1908¹ to 1950) and from 1950 to post-1995² to register voluntary children's homes;
 - carry out inspection functions in relation to reformatories; industrial schools (1908 to 1950); training schools (from 1950) and where necessary, exercise the power to inspect children's homes (1908 to post 1995);
 - under the Children and Young Person's (NI) 1950 Act and subsequent legislation to exercise the power, if deemed appropriate, to provide capital funding by way of grants or loans to voluntary organisations wishing to establish new children's homes or renovate

¹ Whilst this statement is concerned only with provisions under the 1908 Children Act which pertained during the period of interest to the HIA Inquiry, legislation predating the 1908 Act also provided that such institutions should be certified by the Chief Secretary for Ireland.

² The Children (NI) Order 1995 contained a requirement on the DHSS to register voluntary children's homes and this function was retained by the Department until the implementation of the Health and Personal Social Services (Quality, Improvement and Regulation) (N.I) Order 2003 which transferred responsibility for the registration of children's homes to the Regulation and Quality Improvement Authority.

the premises of existing homes; and

- provide training either directly or through others for persons employed in or with a view to their employment in the health and social services or by approved voluntary bodies.
3. The main legislative provisions under which relevant Departments operated with reference to the care of children in institutional settings (such as industrial schools and reformatories) and children's homes during the 1922 – 1995 period were:
- the Children Act 1908 (the 1908 Act);
 - the Ministries of Northern Ireland Act (1921) which established the Northern Ireland Ministry of Home Affairs, responsible for the inspection powers and duties outlined in the 1908 Act;
 - The 1946 Public Health and Local Government (Administrative Provisions) Act (NI) which established welfare authorities (the 1946 Act);
 - the Children and Young Person's Act (NI) 1950 (the 1950 Act);
 - the Children and Young Person's Act (NI) 1968 (the 1968 Act);
 - the Health and Personal Social Services (NI) Order 1972 (the 1972 Order) which imposed on the then Ministry of Health and Social Services the duty *inter alia* to “provide or secure the provision of personal social services in Northern Ireland designed to promote the social welfare of the people of Northern Ireland and established Health and Social Services Boards (Boards) to exercise on behalf of the Ministry of Home Affairs functions under the 1968 Act.
 - The Health and Social Services Boards No 2 direction 1973 which directed Boards to carry out all the functions of the MOHA other than inspection;
 - the Departments (Transfer of Functions) Order (NI) 1973 transferred to the then Department of Health and Social Services remaining functions of the MOHA under the 1968 Act;
 - the Health and Personal Social Services (NI) Order 1991, which empowered the DHSS to establish bodies to be known as Health and Social Services Trusts (Trusts); and
 - The Health and Personal Social Services (NI) Order 1994, which provided for certain functions of Boards to be exercisable of behalf of Boards by Trusts.
4. The Northern Ireland Departments responsible for fulfilling the roles outlined in paragraph 2 and administering legislative provisions in relation to children's homes were:

- The Ministry of Home Affairs (the MOHA) until 1973; and
- The Ministry of Health and Social Services, which on 1 January 1974 became the Department of Health and Social Services (DHSS).
- In 1999 following the transfer of the public safety functions of the Department of the Environment to the DHSS, the DHSS was renamed the Department for Health, Social Services and Public Safety, hereafter in this statement referred to as “the Department”.

HIAI Question I

What involvement did the Department and its predecessors have in relation to the operation of the Termonbacca and Nazareth House homes during the period 1922-1995. The Inquiry appreciates that the involvement of the Department and its predecessors may have changed over the years – if so, please explain how this evolved

5. The general responsibilities of the Department and its predecessors during the 1922-1995 period have been outlined in paragraph 2. The MOHA and DHSS were not directly involved in routine day-to-day operational matters of institutions. Their role in respect of individual institutions was limited to: the certification of reformatories and industrial schools (pre-1908³ to 1950); inspection functions from 1908; from 1950, the registration and inspection of children's homes; where relevant, from 1950, the making of capital grants or loans in respect of existing or new premises; and the provision of funding to support staff training.

Registration of children's homes

6. With reference to the Termonbacca Home (registered with the DHSS as the St Josephs Children's Home, Termonbacca), the Department understands from Sr Cataldus's statement that this home opened in 1922 and closed in 1982. The latter is confirmed by a letter dated 9 July 1982 from the DHSS notifying the Boards' Directors of Social Services and the Chief Administrative Officers of voluntary children's homes that with effect from 28 May 1982, the home had been removed from the DHSS's register of voluntary homes.
7. According to Sr Cataldus's statement, Nazareth House children's home in Derry/Londonderry was established around 1898 and closed in 1999. The Department does not currently have any information to hand to support these dates.
8. The 1950 Act introduced for the first time a requirement that voluntary children's homes should be registered. Under 1950 Act, the Sisters of Nazareth, being the administering body for the homes were required to apply to the MOHA for registration of Termonbacca and Nazareth House as children's homes. The 1950 Act did not specify what had to be considered in granting or refusing registration; the decision was to be made as the Ministry thought fit. Under section 101 of the 1950 Act (and subsequently, section 129 of the 1968 Act) the MOHA/DHSS were empowered to make regulations on the conduct of voluntary children's homes. If it appeared to the

³ See footnote 1

MOHA/DHSS that a home was not being conducted in accordance with regulations made or directions given or was otherwise unsatisfactory, these Departments had the power to remove registration.

9. In the absence of file documentation, the Department is unable to determine how rigorous or otherwise the registration process might have been in the 1950s. With reference to the procedure under the 1950/1968 Acts, a written statement provided in 1984⁴ (the 1984 DHSS statement) by the DHSS to the Committee of Inquiry into Children's Homes and Hostels, chaired by His Honour Judge W H Hughes (the Hughes Inquiry)⁵ stated:

"The procedure in dealing with applications for registration has been to consult the Children's Inspectors/Social Work Advisors to obtain a recommendation as to whether registration should be granted. The professional advisors would normally visit the facility ... to discuss aspects of its proposed operation with the administering authority and to assess the adequacy of the facilities to be provided, including the arrangements for staffing".

Inspection of children's homes

10. The MOHA and DHSS inspection functions during the periods that Termonbacca and Nazareth House were operating as children's homes are set out in detail at paragraphs 21-38.

The making of capital grants/loans in respect of premises (from 1950) and the provision of funding to support staff training.

11. The Department is presently unable to determine whether any capital funds were made available by the MOHA or the DHSS to the Sisters of Nazareth in respect of premises used by the Termonbacca or Nazareth House children's homes (see paragraphs 76-87 for other funding arrangements). Whilst Departmental training support for residential staff has been available since

⁴ Document undated but the date has been deduced from the information contained therein.

⁵ A Committee of Inquiry established on 1 January 1984 by the Secretary of State for Northern Ireland to:

- inquire into the administration of children's homes and young persons' hostels who residents were subjected to homosexual offences which led to convictions by the courts or where homosexual misconduct led to disciplinary action against members of the staff, and into the extent to which those responsible for the provision of residential care for children and young persons could have prevented the commission of such acts or detected their occurrence at an earlier stage;
- consider the implications for present procedures and practices within the system of residential care, including in particular the adequacy and effectiveness of arrangements for the supervision and protection of children and young persons in residential care; and
- make recommendations with a view to promoting the welfare of such children and young persons and preventing any future malpractice;

and to report thereon to the Department of Health, Social Services and Public Safety.

the 1950s (see paragraphs 54-60) the Department is not aware whether the Sisters of Nazareth availed of this.

Other Departmental information on Termonbacca and Nazareth House of relevance to the HIA Inquiry

12. A comprehensive scrutiny of all relevant Departmental files was undertaken by an independent expert panel of social workers brought together by the Department for the purpose of assisting the provision of evidence to the HIA Inquiry. The members of the panel are listed at Annex A. The information contained in paragraphs 13-19 below was deemed by the expert panel to be of relevance to the remit of the HIA Inquiry in respect of the above children's homes.
13. With regard to Termonbacca, a minute dated 3 June 1980 refers to a visit to the home made by the DHSS's Chief Social Work Advisor (CSWA, see paragraph 35) and an Assistant Chief Social Work Advisor (ACSWA). The visit was prompted by information passed to the DHSS by the Director of Social Services of the Northern Board (DSS, NHSSB). The minute confirmed:
 - The person in charge of the home had reported to the DSS, NHSSB that a volunteer had been barred from the home after being found in a compromising situation with one of the children. The child alleged that homosexual activity had taken place.
 - The CSWA advised the person in charge that the matter should be reported to the police. The ACSWA contacted police headquarters and provided the person in charge with the details of an officer to whom she should refer the matter. The person in charge agreed to make the necessary contact and to the request of the ACSWA that the child's social worker would be present during any interviews arranged with the police.
 - The ACSWA informed the DSS, NHSSB of the outcome.
14. The Department does not currently hold any further information with regard to the operation of Termonbacca Children's Home. However, Departmental correspondence and other records relevant to the home may well be held in the Public Records Office for Northern Ireland (PRONI) or in the institutional care archive of the Roman Catholic Church.
15. Information available within the Department in respect of Nazareth House Children's Home includes the report of an inspection undertaken by the

Social Services Inspectorate (see paragraph 35) in 1994. This report was one of a number of annual inspection reports that would have been completed in respect of Nazareth House during the period 1980 to 1999 period (see paragraphs 32-38) but is the only one currently held by the Department⁶. This may be due in part to DHSS disposal schedules which existed at the time (See Annex B). The 1994 inspection report made 10 recommendations for improvement in practice and procedures. Of particular relevance were the following matters contained within recommendation 10.

“The staff of Nazareth House should:

- *ensure that all instances where there is the physical involvement of staff with children, use of holding or restraint are recorded and subject to managerial oversight;*
- *ensure that all complaints and their outcome are recorded;*
- *ensure that feedback is provided to the WHSSB [the Western Health and Social Services Board] where difficulties arise relating to the frequency and /or adequacy of field social work contact with children (1 child stated to the inspector that he had not seen his social worker between 24th August 1993 and 7th Dec 1993).*

16. Documentation held by the Department on Nazareth House also includes annual monitoring statements and voluntary visitor⁷ reports dating from 1991 – 1996 (see paragraph 50). Over this period the DHSS’s scrutiny of these statements noted:

- In 1991, only 4 out of 19 staff were professionally qualified. A Social Services Inspector who commented on the monitoring report expressed concerns about the home not being able to implement recommendation 6 of the Hughes report within the required timescale [see paragraph 59] (monitoring statement 1990 – 1991);
- Nazareth House was still highly reliant on temporary staff (monitoring statement 1994 – 1995);
- Untoward incidents including: allegations of physical assault on staff, unnecessary use of force by staff, abuse of alcohol, absconding,

⁶ On completion of the inspection, copies of all DHSS final inspection reports statutory homes and voluntary homes operating within each Board’s area were forwarded to relevant Boards. In the case of voluntary homes, inspection reports were also sent to the Chief Officer/Chief Executive of the organisation responsible for the running of the home and/or the Chair of the Management Committee of the home. The Department understands that some of these reports may still be held in the archives of the former Health and Social Services Boards and in the archive records of voluntary organisations.

⁷ The voluntary visitor was the person required to visit the home monthly under regulation 4 (2) of the 1952 regulations and under regulation 5 (1) of the 1975 regulations – see paragraph 50.

inappropriate sexualised behaviour and damage to the Unit (voluntary visitors report 1994 – 1995).

17. In 1993, there was correspondence between the Western Board and a DHSS Social Services Inspector relating to a series of untoward incidents in Nazareth House involving 'possible sexual behaviour between residents'. The Inspector welcomed the introduction of waking night cover, noted the need for vigilance on the part of staff at other times and raised concerns that the residential staff had undertaken preliminary investigation on a single handed basis. The Board responded to the concerns in a satisfactory manner.
18. A report on file from the Western Health and Social Services Trust (the Western Trust) dated August 1996 referred to events dating from the latter part of 1993/early 1994 concerning a child who had been placed in Nazareth House in 1991 by the Western Board. The child was involved in a number of untoward incidents in the community involving sexual activity with younger children. These incidents were followed up by the Western Trust in line with the extant child protection policy guidance and led to the disclosure by the child to the Officer in Charge of Nazareth House that he himself had been a victim of sexual abuse while living in the community. This subsequently led to large scale joint Social Services and police investigation into organised abuse in the Creggan district of Derry/Londonderry. The DHSS was kept fully informed throughout by the Trust. No further children placed in Nazareth House appear to have featured as part of this investigation.
19. Further information dating from August 1996 contained in a Departmental file indicated that the DHSS was advised by the Officer in Charge of Nazareth House of sexual abuse allegations made by a former resident of the home against a member of staff employed at that time by the home. The matter was appropriately referred to the police and to the Western Trust by the home. The member of staff was suspended and a police investigation ensued, after which the police advised the home in January 1997 that a prosecution would not be made. A review of the circumstances by a panel established by the home led to the reinstatement of the staff member in July 1997. In August 1997 the Officer in Charge advised the DHSS that the Western Trust had informed her that 2 further allegations of a sexual abuse nature had been received against the member of staff from a family member and a child in the community. The member of staff was again suspended and subsequently dismissed. The DHSS made an appropriate referral to the Pre-Employment Consultancy Service (see paragraph 49).

20. The details contained in paragraphs 13 to 19 appear to be the only information relating to Nazareth House held by the DHSS that may be of specific relevance to the HIA Inquiry.

HIAI Question II

Explain the Department's understanding of the nature and extent of its and its predecessors' responsibilities to carry out inspections in relation to the two Sisters of Nazareth Homes in Derry/Londonderry. Explain in detail how this responsibility was fulfilled across the period.

Inspection responsibilities under the 1908 Act (in force until 1950)

21. Witness statements in respect of the above homes refer to linked primary schooling and industry: in the case of Termonbacca, a farm and in the case of Nazareth House, a laundry. Linked educational and industrial provision was characteristic of the industrial schools operating in Ireland between the 1800s and late 1940s. The Sisters of Nazareth in 1900, established an industrial school for boys in Belfast known as Nazareth Lodge. Under section 46 (3) of the 1908 Act, the MOHA had a duty to inspect certified reformatories and industrial schools at least once a year. The Department does not currently hold any information regarding such inspections other than the 3 reports contained in Sr Cataldus's statement in relation to inspections carried by the MOHA in respect of Nazareth Lodge Industrial School. However, whilst her statement contains extracts from inspections of Nazareth House undertaken in the early 1920s which make reference to inspection by the Ministry of Education in relation to the schooling of children in the home., it would appear that during the period in question the Nazareth House and Termonbacca institutions were not industrial schools but were homes governed by Section 25 of the 1908 Act (referred to in paragraph 22 below) in respect of which there was a power, but not a duty, to inspect.
22. With regard to children's residential institutions that were not reformatories or industrial schools, Section 25 of the 1908 Act provided that: "*the Chief Secretary may cause any institution for the reception of poor children or young persons, supported wholly or partly by voluntary contributions and not liable to be inspected by or under the authority of any Government department, to be visited and inspected from time to time by persons appointed by him for the purpose*". This appears to be the first mention in legislation of inspection of children's homes. Unlike the inspection of reformatories and industrial schools, however, which was to be carried out annually by the MOHA, section 25 of the 1908 Act provided that "*The Chief Secretary, with the consent of any society or body corporate established for the reception of poor children or the prevention of cruelty to children may, subject to such conditions as the Chief Secretary may prescribe, appoint officers of the society or body corporate for the purpose [of visitation/ inspection]*".

23. The Department understands that no subordinate legislation was made under the 1908 Act. The conditions regarding the appointment of persons to visit or inspect children's homes under section 25 of the 1908 Act may therefore have been developed administratively. The Department does not hold any further information with reference to the implementation of this provision and is not aware of the extent to which inspections of children's homes were carried out between 1908 and 1950.

Inspection responsibilities under the 1950 Act

24. By the time the 1950 Act was implemented, reformatories and industrial schools were no longer operational, having been replaced by remand homes (for juvenile offenders) and training schools (e.g. for lesser offenders, children not attending school; children in need of care and attention and refractory children). MOHA inspection functions under the 1950 Act required that remand homes must be inspected (section 104 (4)). Section 136 of the Act provided for the inspection of training schools.
25. Section 102 of the 1950 Act makes reference to voluntary children's homes. This section of the Act empowered the MOHA to *"cause any voluntary home to be inspected from time to time"* and enabled a person appointed by the Ministry to inspect any voluntary home and to *"make such examination into the state and management thereof and the condition and treatment of the children therein as he thinks requisite"*. Section 136 of the 1950 Act enabled the MOHA to appoint for the purposes of the Act, an approved number of inspectors who *"may enter any place where a child is maintained"* under the provisions of the Act and extended the MOHA powers of entry and inspection of voluntary homes under section 102 *"in like manner to any place other than a voluntary home in which a child is maintained"*.
26. The Department does not currently have any information regarding the extent to which inspections of children's homes were carried out under the auspices of the 1950 Act. Paragraph 28 below, however, makes reference to information provided by the DHSS to the Hughes Inquiry regarding the nature and scope of such inspections from the 1960 period to the 1980s.

Inspection responsibilities under the 1968 Act

27. Sections 130 and 168 of the 1968 Act effectively reenacted the provisions of the 1950 Act in relation to the powers of inspection by the MOHA. The Department's understanding is that the MOHA's inspection functions in relation to children's homes were discharged by suitably qualified persons who were appointed as 'Children's Inspectors' (see paragraph 30). In 1971, the inspectors, whilst retaining their functions in respect of the Ministry of

Home Affairs, became part of the Social Work Advisory Group (SWAG) within the then Ministry of Health and Social Services under the direction of a Chief Social Work Advisor.

28. The Department does not currently hold any documentation relating to inspections of children's homes carried out under the 1950 and 1968 Acts. The 1984 DHSS statement to the Hughes Inquiry, with reference to inspectorial functions under the MOHA noted:

*“work was carried out on the basis of short visits and reports were prepared for Child Welfare Branch. These reports gave the Inspector's overall impression of the home visited and of its occupants and raised any matters on which action might be taken by the Ministry, for example in respect of improvements to physical facilities not all files relating to visits carried out and reported on by the Children's Inspectors are still in existence; this is due to the normal process of review and destruction of old files. However, from the information available, the visits to statutory homes appear to have been less frequent than those to voluntary homes”.*⁸

29. The Report of the Committee of Inquiry into Children's Homes and Hostels (1986) (the Hughes Inquiry report) noted *“It appears that there was no explicit policy in relation to the frequency of inspections or on the scope and contents of inspection reports during the period until 1973”.*

30. It is also noteworthy that the following reports of the Child Welfare Council⁹:

- “Children in Care” HMSO 1956 (the 1956 CWC report);
- “The Operation of Social Services in relation to Child Welfare” HMSO 1960 (the 1960 CWC report); and
- “The role of Voluntary Homes in the Child Care Service” HMSO 1966 (the 1966 CWC report)

make no mention of the extent to which inspections of children's homes were carried out by the MOHA or the impact of the MOHA's inspection findings.

The 1966 CWC report notes that until the 1950 Act came into force the only authority for the inspection of children's homes was contained in section 25 of the 1908 Act and that under the authority of this Act *“the Children's Inspector appointed by the MOHA visited and inspected homes for the*

⁸ Paras 3.57 and 3.58

⁹ The Child Welfare Council, established under section 128 of the 1950 Act was charged with the duty of:

- (a) advising the Ministry upon any matter referred to them by the Ministry in connection with the performance by the Ministry of its functions under the 1950 Act or under the Adoption of Children Act (NI) 1950; and
- (b) making representations to the Ministry with respect to any matter affecting the welfare of children and young persons.

reception of poor children or young persons supported wholly or in part by voluntary organisations". The only further reference in these reports to inspection is again found in the 1966 CWC report but this reference related to the functions of administrative authorities. Under the heading, "Visits and Inspection", the report states:

"We consider that the question of inspection of homes is adequately covered by the Ministry's present regulations, which provide for visiting by members of the Committee in charge of the Home" (see paragraph 50 regarding the visiting responsibilities of administering authorities).

The period immediately prior to the Hughes Inquiry (the Hughes Inquiry commenced in 1982/3)

31. With reference to the period following the transfer of responsibilities in 1974 from the MOHA to the DHSS in relation to services for children in residential care under the 1968 Act, the 1984 DHSS statement to the Hughes Inquiry noted: *"In February 1976, the Social Work Advisers were asked to make a full report on each facility annually with reports being passed to the administrative Branch"*¹⁰. However, the statement records that the new procedures were not fully implemented because of changes in staffing within the SWAG and subsequent changes in working arrangements. It stated:

"Following the discovery in 1980 of homosexual malpractice at children's homes a new system of inspections was developed by the Department. Two social work advisors now spend at least 3 days inspecting each home. Their scrutiny and observations take in the following:

- *fabric and physical characteristics of the facility*
- *aims and objectives*
- *profile of the residents*
- *management arrangements*
- *staffing*
- *approach to the residential task*
- *records and review arrangements*
- *support services*
- *contacts with the community*

32. The 1984 DHSS statement to the Hughes Inquiry also noted that during the period October 1980 – March 1984, all children's homes in the Province (21 voluntary and 38 statutory homes) had been inspected. Follow up visits were conducted in 1985 to check on the implementation of recommendations. In June 1985, the DHSS wrote to Boards and voluntary

¹⁰ Para 3.59

organisations indicating its intention of introducing annual inspections of children's homes and hostels.

33. With regard to the Departmental inspection programme, the 1986 Hughes Inquiry report makes reference to the Inquiry having made certain criticisms regarding the frequency, nature and scope of inspections undertaken by the MOHA and the DHSS during the 1960-1980 period. The report also stated:

“The interval between the introduction of the Department’s new inspection procedures in June 1980 and the completion of follow up visits in June 1985 may also seem excessive and open to criticism. We prefer, however, to acknowledge the positive aspects of the new arrangements, namely the comprehensive scope of the inspections and reports and the substantial commitment of professional resources which this programme required. Our examination of the reports in which we have had an interest satisfied us that the Department has made significant progress in making up the deficiencies in its information base”.

34. The Inquiry report recommended that annual inspections by the SWAG should involve a sample scrutiny of residents' personal files to ensure that social work visiting and reviews were regular. It further recommended that the inspection programme should include unannounced visits and that significant matters arising should be recorded and pursued. The report also noted *“with satisfaction that SWAG reports are now made available to the Boards and voluntary organisations, whereas previously they were treated as confidential to the Department”.*

The period following the Hughes Inquiry

35. In 1986, the SWAG, in collaboration with the Boards' Assistant Directors of Social Services agreed a comprehensive set of standards for residential child care. This was the first time that an explicit statement of practice and professional criteria had been issued. In 1986 the SWAG was renamed the Social Services Inspectorate (SSI). In 1994, the SSI further developed standards for the inspection and monitoring of children's homes: "Quality Living Standards for Services: Children who live away from Home". This was issued by the Management Executive in 1995 under cover of Circular HSS (PPRD) 3/95 and was the framework within which a programme of annual inspection of voluntary children's homes (including 2 unannounced visits) and 3 yearly inspections of statutory children's homes was conducted by SSI. This programme included a strong emphasis on the need for Inspectors to speak directly to children and seek confidential feedback from children and their parents regarding aspects of the care in the home.

36. In 1996, the children's homes inspection functions of the DHSS were transferred to the Boards' Regulation and Inspection Units (established in 1994) and subsequently to the Regulation, Quality and Improvement Authority under the provisions of the Health and Personal Social Services (Quality, Improvement and Regulation) (NI) Order 2003.

Inspection of Termonbacca and Nazareth House children's homes

37. With specific reference to the 2 homes in question, it may be concluded from the information presented in paragraphs 21-36 that Termonbacca children's home may have been inspected from time to time between 1922 and 1980 by the MOHA and subsequently from 1974, by the DHSS. The home did not close until 1982 and it may therefore also have been inspected during the early stages of the 1980 – 1984 DHSS round of inspections. However, the Department does not currently hold any records relating to such inspections of Termonbacca.
38. In the case of Nazareth House, this home appears to have been inspected at least in the early 1920s (see paragraph 21) and may have been inspected thereafter from "time to time" prior to 1980. It would have been included in the 1980 - 1984 inspection programme (see paragraph 32) and would most probably have been subject to annual inspections from the late 1980s until it ceased operating in 1999. Apart from the 1994 inspection of Nazareth House referred to above (paragraph 15), the Department does not currently hold reports of any other inspections of Nazareth House.

HIAI Question III

A number of witness statements (in particular prior to 1972) make the allegation that the witness never saw or had any contact with a social worker during their time in the Sisters of Nazareth homes. What does the Department say in relation to these allegations?

39. Termonbacca and Nazareth House were voluntary children's homes run by the Sisters of Nazareth, a caring order of the Roman Catholic Church. From the establishment of the first children's homes by voluntary organisations around the late nineteenth century in Northern Ireland until the 1950s and well into the 1960s, most of the children in voluntary children's homes were 'private admissions' or 'private placements'. Children who for any reason were deemed to be in need of care and protection could be placed in a voluntary children's home without reference to any statutory authority. The majority of such placements in Roman Catholic Homes were at the request of members of the clergy encountering children and families in difficult and often distressing situations. Other members of the community such as doctors and indeed parents themselves or extended families could request the admission of a child. Children placed in such circumstances did not have any contact with the statutory authorities. On admission to the home, responsibility for their care and welfare was assumed by the voluntary agency. Few, if any of these children would have had a social worker, although children admitted to Barnardo's homes may have been the exception in that the Department understands that Barnardos had by the 1950s already established a field social work and boarding out (fostering) service.
40. From the 1950s onwards, until the 1972 reorganisation of health and social services, welfare authorities (established on 1 November 1947 under the 1946 Act) were responsible for the provision of statutory children's services. They continued to place a few children in their care in voluntary homes. The 1956 CWC report stated that in 1955 there were 910 children in the care of voluntary homes and 269 children in welfare authority homes, the first 3 of which had been set up by 1950. It should be noted, however, that like most of the children who had been privately admitted to voluntary children's homes, those placed in welfare homes or voluntary homes by a welfare authority would not normally have had regular social work visits.
41. The 1960 CWC report indicated that just 12.7% of children placed in voluntary homes in 1959 were placed by social workers (including placements by NSPCC social workers) but that only 0.8% of all children came into the care of voluntary homes through a statutory service. The 1966 CWC report further noted that *"the great majority of voluntary children's homes do not have available to them the services of qualified field staff"*. At

that stage there were 822 children in voluntary homes and 694 of these were in voluntary care i.e. had the status of a private placement. The 1966 CWC report recommended that all voluntary homes should have at their disposal the services of fieldwork staff (i.e. social workers) with the role *inter alia* of:

“the investigation of applications for care; ensuring that other resources to help children in need are fully used and that where appropriate, responsibility is undertaken by the welfare authority; ensuring continuing contact with family where appropriate and being concerned from the earliest stage with the arrangements for the child’s future and eventual discharge, whether to his home, adoptive home, foster care or lodgings and employment”.

42. With reference to the information contained in the witness statements, 16 of the witnesses appear to have been admitted to Termonbacca and 2 to Nazareth House during the period from the late 1940s to the late 1960s. At least 8 of the placements in Termonbacca seem to have been made from the Republic of Ireland. It would be safe to assume that these had the status of private placements. It is also highly probable that the remaining admissions of children during this period were also by private arrangement. The comments made by the CWC in relation to the lack of field work support of children in voluntary care together with the situation as described in paragraph 40 give support to the view that children placed in Termonbacca and Nazareth House prior to the 1970s may not have seen or had any contact with a social worker. Indeed, it was not until 1968 that Belfast Welfare Authority became the first of the statutory authorities to assign a social worker to each child in residential care (including those placed by the authority in voluntary homes) and institute a policy that each child should be visited by his/her social worker at least once a month.
43. The Department understands that by the early 1970s a number of voluntary organisations had appointed “attached” social workers to undertake the tasks identified by the CWC. Private admissions to voluntary children’s homes continued, although much fewer in number, from the late 1960s to the early 1970s when new admissions under private arrangements eventually ceased. The vast majority of children subsequently admitted to residential care from this period onwards would therefore have had a social worker appointed by the relevant Board under the auspices of the 1968 Act. In some situations, voluntary organisations with attached social workers were requested by the Board to assume the field social work functions in respect of the child and his/her family.

HIAI Question IV

A large number of witness statements raise allegations of physical abuse by the nuns in the Sisters of Nazareth Homes and of serious sexual abuse at the hands of staff and ex-residents who returned to live and work in the homes. What involvement did the Department have in ensuring the suitability of staff for looking after children and ensuring that those staff behaved appropriately towards children in their care?

44. The Department and its predecessors did not have direct involvement in the recruitment, management, monitoring or supervision of staff employed to look after children in children's homes. Such tasks were (and continue to be) the responsibility of the administering authority of the children's home. There is, however an interface between the responsibilities of administering authorities and certain functions of the Department that have an impact on issues to do with the suitability of staff and the quality of their practice. The role of inspection has already been considered in paragraphs 21-38. The paragraphs to follow consider the issues of staffing appointments, monitoring systems and staff training initiatives.

Staff appointments

45. The 1908 Act did not place any powers or responsibilities on the Ministry regarding the staffing of the institutions referred to in paragraph 5. Section 101(1) of the 1950 Act, however, enabled the MOHA to make regulations relating to the conduct of children's homes which could provide for *"consultation with the Ministry as to applicants for appointment to the charge of a home and empower the Ministry to prohibit the appointment of any particular applicant"* (section 101 (1)(d)). Although this provision was not included in the 1952 regulations made under the 1950 Act, it would appear that it was instituted in practice for a period in that, with regard to the staffing of residential homes, the Hughes Inquiry report makes reference to the DHSS, from 1973, being responsible for approving the selection and employment procedures to be used by HSS Boards, *"although it [the DHSS] no longer approved the appointment of individuals to child care posts"*.
46. In the case of voluntary children's homes, whilst there may have been a requirement under direction (see paragraph 45) to consult with the MOHA in relation to the appointment of persons in charge, responsibility for staffing of the home rested with the voluntary organisation as the administering authority. The Children and Young Persons (Voluntary Homes) NI Regulations 1952 (the 1952 regulations) made under the 1950 Act, imposed on the administering authority a general duty to *"ensure that each home in its charge is conducted in such a manner and on such principles as will further the wellbeing of children in the home"* (Regulation 4 (1)). Staffing issues,

including the appointment, management, monitoring and supervision of staff were therefore subsumed under this general duty. The regulations required the administering authority of a voluntary organisation to appoint the person in charge (regulation 5 (1)) and to give notice to the MOHA when a person in charge of a home ceased to be in charge and of any new appointment to the position (regulation 15).

47. Section 129 (d) of the 1968 Act duplicated the provisions in section 101 (1) (d) of the 1950 Act regarding consultation with the Ministry and the power of the Ministry to prohibit the appointment of particular application to the post of person in charge. The Children and Young Persons (Voluntary Homes) Regulations (NI) 1975 (the 1975 regulations) made under the 1968 Act re-enacted the provisions of the 1952 regulations as set out in paragraph 46 with regard to: the general duty placed on the administering authority; the appointment of the person in charge; and the notification (in this case to the DHSS) of changes in personnel occupying the post of person in charge.
48. With reference to the suitability of staff appointed to residential child care posts, in 1982, following the abuse of boys in Kincora hostel (the precipitating reason for the establishment of the Hughes Inquiry), having been brought to the attention of the DHSS and the conviction of a number of residential staff for sexual abuse of children in their care, the Secretary of State for Northern Ireland sought expert advice from the Department of Health and Social Services in England regarding “the ways in which the Department carries out its role in relation to the supervision and management of homes and hostels for children and young people”. The resulting “Sheridan report”¹¹ made a number of recommendations. In relation to staffing issues, these included the need for:
 - suitable arrangements to enable Departmental inspectors to pass on concerns regarding staff for further investigation as necessary by the employing organisation; and
 - procedures for recruiting residential staff to be strengthened.
49. The DHSS implemented the above recommendations in various ways. The new standards framework for inspections (see paragraphs 35 and 52) included a standard relating to the deployment and conduct of staff. In November 1982 the DHSS commissioned the Training Council to carry out a review of selection and appointment procedures within the social services. The DHSS also undertook its own review of the extant procedures with regard to staff to be employed in children’s homes. The outcome was that in October 1983 modifications were made to selection and employment

¹¹ The DHSS team from England was led by Miss A M Sheridan, Deputy Director of the Social Work Service

procedures and a Pre-employment Consultancy Service (PECS) was established. This was to be used by Boards and voluntary organisations. The PECS made provision for employers to inform the DHSS of persons dismissed or resigning in circumstances suggesting that children may be placed at risk if that person were to be appointed again to a position involving responsibility for children's welfare. At the request of employers, the DHSS would also seek information from the police about relevant past convictions of short-listed applicants. Whilst the provisions of Circular HSS (Gen 1) 6/83 which outlined the new modifications and PECS arrangements applied only to Boards, the Circular made explicit the DHSS's expectation that these should also be applied by voluntary child care organisations in making appointments of staff. The PECS system continued to be in use until the implementation of the Protection of Children and Vulnerable Adults (NI) Order 2003 which commenced with effect from 1 April 2005 and further enhanced the arrangements for safeguarding children and other vulnerable members of society.

Monitoring arrangements

50. The 1952 and 1975 regulations required that:

"The administering authority shall make arrangements for the home to be visited at least once in every month by a person who shall satisfy himself whether the home is conducted in the interests of the wellbeing of the children and shall report to the administering authority"

51. The Sheridan report recommended discussion with both statutory and voluntary bodies to clarify and develop roles in the management, supervision and monitoring of children's homes and establishment of more effective monitoring systems. The Hughes Inquiry report also highlighted the need for the effective management and monitoring of residential child care services, in particular by Boards and complementary action by the DHSS to "monitor the monitors" – a phrase used by the Hughes Inquiry. In 1983 the DHSS issued a circular: The Monitoring of Residential Child Care Circular HSS (CC) 6/83 aimed at strengthening the monitoring arrangements of statutory homes by Boards but also placing on Boards the expectation that when they place children in voluntary homes they must satisfy themselves about the standards of care being provided for each child. The DHSS also engaged in consultation with the voluntary sector to establish more rigorous self-monitoring arrangements and greater accountability in terms of reporting to the Department.
52. As a consequence, new monitoring systems which reported both on staffing and children's issues for each home were established by Boards and the

administering authorities of voluntary homes. The DHSS required the monthly monitoring reports of administering authorities to address a range of matters detailed in an appendix to the standards framework document (see paragraph 35). With reference to residential staff, these included professional practice issues, supervision and matters to do with the adequacy, conduct experience and qualifications of staff in relation to the needs of the resident group. Annual monitoring statements summarising key elements were to be submitted to the DHSS for scrutiny and where necessary further explanation/clarification would be sought.

53. Following consultation and review, further DHSS circulars issued in 1988 and 1994 modified the original arrangements in light of a new standards document issued in 1994 which provided in its appendices further details of the elements to be included in both monthly and annual monitoring statements.

Staff training

54. In addition to the establishment of appropriate staff recruitment and monitoring systems aimed at protecting children, the DHSS was concerned to ensure that suitable staff in terms of their knowledge, skills and competence base would be appointed to care for children in residential settings.
55. The Department is empowered through various legislative provisions to improve the quality of services provided by establishing a suitably trained and competent workforce. The Departmental statement provided to the Hughes Inquiry indicated that in 1960, there were few (and possibly no) professionally qualified social workers in either the statutory or voluntary residential child care sector. In accordance with Departmental policy, a major expansion in professional social work training for fieldwork staff took place in the early 1960s when only a small proportion of welfare officers/social workers held a professional qualification. Professional courses at that time tended to prepare people for fieldwork rather than residential work. In 1983, more than 83% of fieldwork staff were professionally qualified. Prior to the 1980s residential child care posts advertised by welfare authorities and subsequently Boards generally stated that no formal qualification was required, although eventually higher salaries were on offer for suitable people with relevant qualifications. Most voluntary organisations followed a similar policy.
56. The first course in residential childcare had been introduced in Northern Ireland in 1954 and this was provided in Belfast. Recognising the problem in the early 1960s of the shortage of suitably trained staff, the MOHA

encouraged and provided financial support to enable welfare authority and voluntary homes staff to avail of the Belfast training course. The 1966 CWC report, however, noted that whilst between them voluntary homes had sent 64 members of staff for this training, only 22 were still in employment by December 1963. The Council commented that the position was still *“far from satisfactory and would seem to indicate that payment from public funds under section 117 of the Act [the 1950 Act] had not been sufficient to encourage voluntary organisations to release staff for lengthy periods of training”*. The report also noted that voluntary homes had been notified that *“where a member of staff has been seconded for training on full salary, the Ministry of Home Affairs will be prepared to reimburse the reasonable salary of any substitute required”*. The report concluded *“This additional inducement will, we hope, result in increasing numbers of trained staff being available in voluntary homes”*.

57. In 1974 the DHSS issued a circular making further provision for financial assistance specifically for the training of staff in voluntary organisations ¹². Organisations were supported to release staff to attend social care in-service “non-qualifying” training courses run at various institutions and other short training courses organised by other bodies. Professional social work training via an employment based route was also introduced in the mid 1970s. An assessment by SWAG in 1983 indicated that about 20% of residential child care staff employed by voluntary agencies had a relevant qualification. In contrast to the field work situation reported above, however, much fewer of these staff had a recognised professional social work qualification.
58. The Sheridan report had highlighted the need for staff programmes and workshops to be developed for staff training. This was strongly reinforced by the Hughes Inquiry report that contained several recommendations, the following of which were crucial to the DHSS’s subsequent policy of aiming to establish a residential child care workforce with high levels of professionally qualified staff:
 - *The Boards in consultation with the Department and staff interests should introduce parity of pay between residential child care and fieldwork staff, linked to professional qualifications and training (Recommendation 6);*
 - *Child Care organisations should give priority to enabling existing residential staff to obtain professional qualifications and to the appointment of qualified staff to residential posts (Recommendation 8);*

¹² This circular cannot be traced

- *Future appointments at Officer-in-Charge level should be limited to qualified candidates and a specific timetable established for progress in the professionalisation of the residential child care system (Recommendation 9);*

59. Following consultation with Boards and voluntary organisations, a DHSS letter dated July 1987 reported on progress in implementing the Hughes recommendations and asked those bodies to note the decisions of the DHSS regarding recommendations and to take appropriate action to implement them. The information noted that a number of recommendations, including recommendation 8 and the first part of recommendation 9 were already being implemented by Boards and voluntary organisations. With reference to recommendation 6, the DHSS requested Boards, in consultation with voluntary child care bodies to review the structure of child care services within their areas with a view *inter alia* to determining the opportunities for enlarging the functions of homes and the role of professionally qualified staff within them. A subsequent letter dated May 1991 from the Joint Staffs Council to Boards confirmed that agreement had been reached on revised arrangements *“to achieve a family and child care service in which all social work staff are professionally qualified and receive the same salary as practitioners or managers regardless of the setting in which they work”*. The letter set out the agreed staff structures for achieving this. In 1991 the DHSS also made available the resource to implement the "Hughes 6 Recommendation", with the aim of achieving a fully qualified residential child care workforce within a 5-year period. At the time, this policy resulted in Northern Ireland having the highest level of training for residential workers across the United Kingdom.
60. The aim of having residential social work staff undertake enhanced tasks was not, however, fully realised due to the increasingly difficult and complex nature of residential child care and the need to have qualified staff available on site. Nor has a fully qualified residential workforce proved achievable. At present, however Northern Ireland continues to have the highest proportion of residential child care staff with a social work qualification within the UK¹³.

¹³ Therapeutic Approaches to Social Work in Residential Child Care Settings. Social Care Institute of Excellence 2012

HIAI Question V

Some of the witness statements suggest that there were relatively small numbers of staff working in the Sisters of Nazareth homes and that levels of supervision were accordingly limited. Were there statutory ratios or Departmental guidelines that applied? If so, what were they and what else, if anything, has the Department to say in relation to staffing levels in the homes?

61. The witness statements which have to date been passed to the Department in respect of Termonbacca and Nazareth House span the periods 1949 to 1978 and 1960 to 1986 respectively.
62. As noted above (paragraphs 46 and 47), under the provisions of the 1952 and 1975 regulations, administering authorities of voluntary homes were responsible for ensuring that each home was conducted in such a manner and on such principles as would further the well-being of the home. Decisions by the administering authority regarding staffing levels within each home were therefore required to be taken with this overriding duty in mind.
63. The only information which the Department has to hand in relation to the staffing of voluntary homes during the 1950s and 1960s is found in the reports of the CWC. The 1956 CWC report, which appears to have relied on data collected in 1955, stated that a number of the children's homes (both welfare authority and voluntary organisations' homes) visited by the Council:

"seemed to be seriously understaffed, especially for the care of babies and we feel that this problem affects most children's homes from time to time because of periodic fluctuations in the numbers and types of children who have to be cared for."
64. Rather than increasing the permanent establishment of the home to a level which the Council felt *"would be excessive for a large part of the time"* it suggested that the situation could be best met by the use of *"voluntary help"*. The CWC recommended that the "Matron" should be encouraged to enlist local help to form a "Friends of the Home" committee which might arrange the voluntary help and also befriend children. A number of HIA Inquiry witnesses refer to the use of former residents to undertake tasks in the home – such assistance may well have been regarded as voluntary help in line with the CWC's recommendation.
65. With further reference to the issue of staffing, the 1956 CWC report stated that it was *"difficult to lay down exact ratios which could be applied to all classes of homes especially as most children's homes in Northern Ireland cater for more than one age group"*. Excluding cooks and domestic help, the Council recommended that for children under 5 the ratio of full-time staff to

children should not be less than one to three. Where the children were older, this ratio might be reduced as far as one to six. Ten years later, however, the 1966 CWC report concluded:

"in many voluntary homes there are at present insufficient staff to ensure that the demands made on them are reasonable and that the children receive sufficient individual attention".

66. The 1983 DHSS statement in respect of the 1960 – 1980 period covered by the Hughes Inquiry noted

"The Ministry of Home Affairs was involved in approving increases in staffing levels proposed by welfare committees in respect of statutory homes. Neither the Ministry of Home Affairs nor the Department of Health and Social Services issued guidelines on the level of staffing for children's residential facilities. However, the 1969 Castle Priory report¹⁴ was issued to welfare authorities and has been regarded by welfare authorities as a guide to staffing levels".

67. The Castle Priory staffing levels were soon regarded as being inadequate, a view apparently endorsed by the reports of SWAG inspections undertaken at the time. With regard to staffing levels in voluntary children's homes, the 1983 DHSS statement also advised the Hughes Inquiry that *"the administering authorities are free to determine their own staffing levels. Any deficiencies in staffing levels would be drawn to the attention of the voluntary body concerned by the Social Work Advisory Group through the inspection process. Statistics on staffing levels are not compiled on a regular basis by the Department"*.

68. It remains the view of the Department that staffing levels in children's homes must be determined by the particular needs of the resident group and should be sufficiently adequate to ensure that appropriate standards of care can be effectively promoted and maintained.

69. However, with regard to the staffing level inadequacies described in the witness statements, particularly in respect of the 1950 and 1960 decades, paragraphs 76-87 describe the statutory funding framework which led to voluntary organisations being largely dependent on charitable funds and donations to maintain their children's homes and care for the children. Whilst staff are the most valuable resource for children in residential care, they are also the most costly. In an era and social climate when the causes supported by charitable work and philanthropic efforts were not the responsibility of the

¹⁴ Residential Task in Child Care: the Castle Priory Report Banstead: Residential Care Association Kahan, B & Banner, G (Eds).

State, in some cases staff costs may have been driven down to the extent that an acceptable standard of care for children was difficult or impossible to achieve.

HIAI Question VI

How and to what extent does the Department say that it (and its predecessors) fulfilled their legal obligations towards children in the Sisters of Nazareth homes in Derry across the period 1922 – 1995?

70. The role and functions of the Department in relation to children in residential care have been set out in paragraph 2. The Department and its predecessors had responsibility for establishing the policy framework in which residential child care services would be delivered. The policy in Northern Ireland which predated 1922 and may have lasted to the late 1960s left the care of many children in the charge of voluntary agencies with minimal, if any, State support or interference. This was reflective of social policy at the time throughout the UK and Ireland.

71. The Department is also responsible for issuing legislation and guidance to achieve its aims for children. The 1952 and 1975 regulations were underpinned by a memorandum from the MOHA dated September 1952 and entitled “Memorandum by the Home Office on the Conduct of Children’s Homes” (the 1952 memorandum) which is appended to this statement at Annex C. The 1952 memorandum was sent to the secretary of each voluntary home in Northern Ireland. The MOHA advised that although the memorandum had been prepared mainly with reference to children’s homes in England, it contained:

“various suggestions and advice which should prove of considerable assistance to members of staff of children’s homes in NI, and also to those who have responsibilities for the general management and maintenance of such homes.”

72. The expectations set out in the 1952 memorandum were generally progressive and on the whole represented advanced thinking for their day. Their implications are considered briefly in paragraphs 105-108 in terms of practices reported by the HIA witnesses in respect of the Termonbacca and Nazareth House children’s homes.

73. With reference to the potential for the DHSS to have had direct contact with the homes in question, to meet the children and ascertain the extent to which the expectations of the 1952 memorandum had been put into practice, this might have been made possible by means of an effective inspection programme. As has already been noted (paragraphs 22 and 30) the Department’s predecessors were empowered from 1908 to inspect children’s homes. The Department is unable to ascertain from its currently held records whether such inspections of Termonbacca and Nazareth House ever took place prior to the 1970s. Paragraph 33 of this statement, however, sets out

the views of the Hughes Inquiry which found that inspections undertaken by the MOHA and the DHSS during the 1960-1980 period were deficient in frequency, nature and scope.

74. The DHSS had in the early 1980s already begun to address these matters (see paragraphs 31 and 32) and over the next decade instituted a rigorous programme of inspection, enhanced monitoring systems and qualifying training initiatives for residential staff, all of which at the time of inception were the most advanced in the UK (see paragraphs 59-60). Northern Ireland has also since maintained the position of having the highest number of residential child care staff in the UK with a social work qualification (paragraph 60).
75. Whilst effective inspection, monitoring and staff training programmes do not of themselves prevent the ill treatment or abuse of children, they nevertheless serve to create a caring environment that minimises the opportunities for abuse to occur.

HIAI Question VII

Outline what the Department (or its predecessors') responsibility was in relation to providing funding to the two Sisters of Nazareth homes in Derry/Londonderry over the period 1922 – 1995, particularly in light of the contents of the witness statement of Sr Cataldus on this subject. Does the Department accept the assertions contained in Sr Catladus's witness statement on this subject?

76. Other than the power to provide capital grants to voluntary agencies, if deemed appropriate and financial support for staff training (see paragraph 2), the DHSS did not have direct responsibility for the financial maintenance of children in children's homes or the funding of voluntary organisations providing such care. Financial support was available for the very small numbers of children in voluntary homes who prior to 1950 were placed by the Boards of Guardians and the courts or who after 1950 were placed by welfare authorities and the courts. By the early 1970s most children admitted to voluntary homes were placed by welfare authorities and after 1972, by Boards. During the 1970s, however, there was still a significant cohort of older children who, in previous decades, had been admitted to the care of the voluntary agency under private arrangements.
77. The Department has no reason to doubt the witness statement of Sr Cataldus with regard to the financial situation in the Sisters of Nazareth Homes. The CWC reports, however, shed helpful light on the developing profile of financial support for the large numbers of children who during the 1950s and the first half of the 1960s were accommodated in voluntary homes.
78. The 1956 CWC report referred to welfare authorities being empowered to pay maintenance grants for children placed by such authorities and the Ministry being able to make grants towards capital expenditure but concluded:
- "these two methods of financial assistance do not meet the urgent need of many of the larger homes since in many cases the greater proportion of children in some of these homes are not placed by the Welfare Authorities and therefore no grant is available".*
79. The 1956 CWC report had also concluded that a large number of children who were in children's homes could have the "happiness and security of a normal family life" if suitable substitute parents could be found. It noted that the best way of providing this was through adoption but where this was not possible, then "boarding out" (i.e. fostering) was a better alternative to residential care. However, the report expressed the concerns of the CWC

that many voluntary homes could not carry out a policy of boarding out *“since it is financially impossible for many of them to pay a boarding out allowance A child in a voluntary home is technically ‘not in need of care’ and therefore not the responsibility of the welfare authority, but such a child has a right to the same opportunities of a family life as those who are ‘in need of care’”*.

80. The 1956 CWC report shows that in 1955, 767 children in voluntary children's homes had the status of private admissions and were not therefore eligible for financial maintenance from any other source. A recommendation of the 1956 report was that voluntary organisations should seek the help of welfare authorities before admitting children to the voluntary care of their own organisations.
81. The 1960 CWC report contained statistics for children in the care of Nazareth House Londonderry and St Joseph's Londonderry (i.e. Termonbacca) in 1957. These demonstrate that of 131 and 80 children respectively accommodated in these homes, none had been placed by a statutory authority. Stressing the need for improved co-ordination between voluntary organisations and welfare authorities, the report recommended that there should be a period of one month after the admission of a child to a voluntary home within which the period the voluntary home *“may ask the welfare authority to accept financial responsibility”*.
82. There appeared to be little improvement in the financial situation of voluntary homes by the time the subsequent 1966 CWC report was published. In March 1965, voluntary homes were accommodating a total number of 822 children, of which 694 were in voluntary care and were therefore the sole financial responsibility of the voluntary agency. Of a total of 88 children in Termonbacca in March 1965, 9 were supported by a welfare authority. Nazareth House had 109 children in its care and just 7 of these had been placed by a welfare authority. The charges to welfare authorities in respect of children placed by them were, according to the CWC, lower than the actual cost of maintaining the child in the home.
83. The 1966 CWC report acknowledged that the Council's 1956 and 1960 suggestions about improving co-ordination between voluntary organisations and welfare authorities with a view to ascertaining where responsibility lay and thus securing financial support for a greater number of children, had not been implemented. The report indicated that in the view of the CWC, this was due to important considerations other than the willingness of statutory authorities to financially support such homes. Where there was a lack of co-ordination on the part of voluntary organisations, particularly with regard to the large Roman Catholic homes, the CWC found that the following factors

seemed to be important:

- parents (particularly those of illegitimate children) may have been reluctant to discuss their problems with a public authority;
- amongst those responsible for admitting children to voluntary homes there was sometimes a belief that only in a home under the auspices of their own church could children be sure of an adequate religious upbringing;
- where a private approach was made to, for example, a member of the clergy who had a working relationship with a particular voluntary home, it may not have occurred to him that there were alternatives to a direct placement in a home; and
- those who administered the homes might in some cases have been apprehensive *“lest too close a working relationship with welfare authorities may in the long run prejudice their independent and voluntary character”*.

84. In respect of the above, the Council stated: *“These attitudes betray a lack of confidence in welfare authority services, which we feel is, in general, unjustified”*. On the part of the welfare authorities, the 1966 CWC report noted that co-ordination with some voluntary homes might have been limited for the following reasons, amongst others¹⁵:

- Some voluntary homes may admit children too readily and without adequate investigation; and
- A rigid segregation of age groups and sexes in some voluntary homes rendered them unsuitable for many of the children who came into care.

85. With regard to the issue of financing, the 1966 CWC report concluded *“the solution here lies largely with the homes themselves: many of them could get significantly more assistance than they do at present from public funds by early and close liaison with welfare authorities in cases where there is a possibility that a child may be eligible for reception into care”*.

86. The 1966 CWC report was to make a significant recommendation regarding section 118 (2) of the 1950 Act which empowered welfare authorities, with the consent of the MOHA to make contributions to any voluntary organisation, the primary object of which was to promote the welfare of

¹⁵ the report does not state what the other reasons might have been

children. It would appear that hitherto, contributions by welfare authorities under this provision had been made to field work organisations and had not been used to support the running costs of voluntary homes. The Council recommended that *“Section 118 (2) of the Act should not be interpreted as precluding welfare authorities from paying grants to voluntary homes and in appropriate circumstances, they should be encouraged to do so”*. The Department understands, however, that whilst welfare authorities continued to finance the maintenance of individual children whom they had placed in voluntary homes, it was not until around 1973 that a ‘per capita’ arrangement was introduced by Boards. This was based on agreement between Boards and each voluntary home in the respective Board area about the number of children’s places that the home would provide. Boards paid a weekly per capita rate in respect of each child regardless of whether such children were private admissions or children placed by Boards or former welfare authorities. As noted in paragraph 76, in the 1970s there was still a significant cohort of privately admitted children in the care of voluntary homes. The per capita rate was based on the annual running costs of the home minus the voluntary/charitable income that the voluntary organisation was expected to raise and divided by the number of places to be provided by the voluntary home. Boards reviewed per capita rates annually and at times additional allocations for specific needs were made to voluntary homes from unspent monies which Boards had available at the end of the financial year.

87. In the early 1990s, responsibility for the purchase of children’s residential care services was delegated to newly established Health and Social Services Trusts. Trusts entered into detailed annual contractual arrangements with voluntary sector providers regarding matters such as: the aims and purpose of the home within the Board/Trust’s children’s services plans; the standards expected of the home; the number of children’s places to be provided; and the rate at which these would be purchased by Trusts. Such contractual arrangements were also based on an expectation that a proportion of the costs of providing the service would be met by charitable income.

HIAI Question VIII

Describe the Department's role in relation to receiving and/or investigating complaints from residents within the Sisters of Nazareth institutions in Derry/Londonderry. Was there a complaint and investigation procedure and if so, what steps were taken to bring it to the attention of the residents in the homes?

88. Following a scrutiny of Departmental files, the expert panel (see paragraph 12) has been unable to find any information indicating that complaints were received directly by the Department from residents or former residents of the two homes in question. Paragraphs 13-19 set out the information held by the Department that may be of relevance to the HIA Inquiry but this does not relate to complaints to the DHSS by residents.
89. With reference to complaints systems and procedures, the 1984 Departmental statement to the Hughes Inquiry indicated that no formal complaints systems for children in care had been in use by welfare authorities. However, the former Northern Ireland Hospitals Authority had operated a system to deal with complaints from patients in relation to hospital services and following the re-organisation of the health and social services in 1972, Boards had developed this system and extended it to all services and client groups.
90. In 1982 the Sheridan report recommended that the DHSS should *"introduce adequate arrangements for looking at complaints made by children and their parents about treatment in children's homes"* and suggested that the DHSS should take account of any such systems that had been developed elsewhere in the UK.
91. At that time few systems existed in the UK exclusively for use by children. However, in October 1983 the DHSS issued a consultative document on a complaints procedure for children and parents. The Departmental statement noted that it was now considering the responses received, including a report from the NI Assembly and would in due course be issuing instructions to Boards and voluntary bodies in the form of a complaints system that should be introduced to Northern Ireland.
92. In May 1985, a new complaints procedure was circulated to Boards and the managing committees of voluntary organisations together with associated guidance. The guidance set out:
 - the information to be provided to children and their parents
 - the principles underlying the complaints procedure;

- grounds for complaint;
 - channels of complaint (including provision of contact cards for children who did not wish to use the normal channels of complaint);
 - recording, investigation and monitoring of complaints
93. The procedure provided for all children in residential care and their parents to be given an explanatory booklet explaining the complaints procedures. Booklets were to be prepared by Boards and voluntary organisations and provided to children and parents. Key factors to the successful implementation of the complaints procedure included the need to create a climate of non-victimisation of children who made complaints; regular visitation of children's social workers; children and parents to be familiar with and have easy access to monitoring officers/voluntary visitors (see paragraph 16); monitoring officers to have thorough knowledge of good practice and be skilled in communicating with children; and Boards and voluntary organisations to ensure staff receive clear explanation of the operation of the procedure.
94. Complaints alleging criminal activity were to be referred directly to the DSS (statutory homes) or the Chairperson of the Management Committee (the Chairperson) who must then inform the DSS (voluntary homes). The DSS or the Chairperson had to take a decision as to whether the matter should be referred to the police. In the case of complaints alleging criminal activity that were to be referred to the police, the DHSS was to be informed simultaneously.
95. All complaints were to be recorded in a complaints book and referred to the Assistant Director of the Board's relevant Unit of Management or the Chairperson for secondary recording. Boards and voluntary organisations were to include complaints within their monthly monitoring functions and voluntary organisations were to reflect this information in their monitoring returns to the Department. In the case of Boards, complaints were to be reviewed every 3 months by the DSS or his nominee. A 3 monthly review of complaints in respect of voluntary homes was to be undertaken by the DHSS.
96. The DHSS took the view that Boards and voluntary organisations should have scope to operate differing procedures appropriate to their structures and circumstances but required that:
- procedures for the reception, recording and monitoring of complaints were to be established by 1 May 1985;
 - booklets for parents and children were to be produced by 1 May 1985

- all children in residential care and their parents must receive the booklets and an oral explanation of their content by 13 July 1985;
- statements of the Boards'/voluntary homes' complaints investigation procedures were to be submitted to the DHSS by 13 July 1985;
- the DHSS was to be notified of any complaints alleging criminal misconduct against children in residential care which were referred to the police for investigation.

97. The procedures developed in 1985 remained in force until the introduction in 1996 of the Representations Procedure (Children) Regulations (NI) established under the Children (NI) Order 1995.

HIAI Question IX

Any other matters arising from the attached witness statements, including but not limited to questions of governance, oversight and funding which the Department believes may be relevant to the Inquiry's investigation of possible systemic failings.

98. Members of the expert panel established by the Department have reviewed each of the HIA witness statements made in respect of Termonbacca and Nazareth House children's homes in the light of the regulatory framework that existed from 1950 to 1995 and relevant Departmental guidance.
99. Eight witnesses have made statements relating to care in the Nazareth House home between the period 1964 to 1986. Two of these witnesses were formerly in Termonbacca and have not made any allegations of abuse against Nazareth House. Allegations of sexual abuse have been made by 4 witnesses against members of staff, a foster carer; 2 visiting priests and residents, one of whom was the half-brother of the witness. Four of the witnesses allege that they were physically abused but some of this may have occurred in institutions other than Nazareth House. Five of the witnesses allege poor health care or inattention to medical needs and three have complaints about nutrition or meal time routines. Given the small number of statements relating to different time periods, it is difficult to draw conclusions about the regime and culture of Nazareth House children's home.
100. With reference to the Termonbacca home, however, at the time of writing witness statements made by 22 persons (18 male and 4 female) had been made available to the Department. Their dates of admission ranged within the period 1949 to 1982 and their ages at the time of admission were from 4 months to 12 years. Over half of the witnesses stayed in the home for over 10 years in the 1950s and 1960s, although post 1969 lengths of stay appear to have become shorter. The witness statements describe a harsh institutional regime with a culture of physical and sexual abuse perpetrated by residents, ex-residents and on occasions by staff and others. With one exception (HIA 127, a male who was accommodated in Termonbacca only for the first 3 years of his life) all allege physical abuse. Eighteen witnesses allege that they were sexually abused.
101. Several of the statements refer to 2 nuns being responsible for the care of 60 to 100 children, resulting in a lack of supervision by staff and an inappropriate reliance on older children to maintain order. Some chores that witnesses claim they were required to undertake were inappropriate tasks for children and are described as traumatising in many of the statements. Many of the witnesses seem to have suffered from enuresis. Allegedly this was dealt with by humiliating treatment in front of other children, bathing and

scrubbing in a brand of outdoor disinfectant which was both painful and degrading. Several statements refer to children deliberately wetting the bed to deter abusers from entering their bed at night or not getting out of bed to go to the bathroom in case they were followed and sexually abused. The farm attached to the home allegedly provided an opportunity for some former residents to abuse younger children outside the immediate environs of the home.

102. There are some references to witnesses having disclosed abuse on occasions to nuns but that this was met with denial and further physical abuse. Others describe being too afraid to tell anyone.
103. In addition to physical and sexual maltreatment, the experiences of the witnesses as recounted in their statements indicate a regime of pervasive emotional abuse and neglect. For example, several statements refer to children being known as numbers, being regularly ridiculed, put down and often feeling fear. Twelve of the witnesses allege poor health/medical care; 10 claim to have had poor nutrition or a lack of food; 12 allege having to engage in chores and other labour inappropriate for children of their age; and 9 witnesses indicated that there was no emphasis on maintaining parental or family links. Witnesses claim they had little opportunity for play and toys that had been donated to the home were removed from them. Some witnesses state that they were not aware of siblings who were placed in the same home. It has already been noted (paragraph 42) that in the early years and until the 1970s, few children would have had the support of a social worker.
104. A number of witnesses also recount the experience of having to leave the home without warning and being taken to an after care situation which was similarly traumatic. Where the welfare of the child required it, there was little evidence of a welfare authority having exercised the duty under section 103 of the 1950 Act (and subsequently under section 131 of the 1968 Act) to advise and befriend children between school leaving age and 18 years (of whom the welfare authority had knowledge) who had been in the care of a voluntary organisation. This duty was to be exercised unless the welfare authority was satisfied that the voluntary organisation had sufficient arrangements in place to meet the child's needs or the child did not require such support.
105. This Departmental statement has already made reference to the 1952 Memorandum on the Conduct of Children's Homes that was sent by the MOHA to the secretary of each voluntary home in Northern Ireland (paragraph 71). The experiences of the witnesses, as recounted in their statements, stand in stark contrast to the guidance in the 1952 memorandum

which promoted and emphasised the need for¹⁶:

- affection and personal interest in the child (paragraph 1);
- a standard of care able to meet the children's need for interest and affection (paragraph 5);
- sufficient staffing to allow housemothers time to join in the children's activities and to talk with them (paragraph 7);
- a comfortable living environment in which both staff and children feel at home (paragraph 11);
- recognition of the pain and bewilderment children feel on reception to care (paragraph 13);
- a religious upbringing founded on the example of the people with whom the child lives (paragraph 15);
- the feeling of security and well-being of a happy family (paragraph 18);
- the importance of bedtimes in promoting children's security (paragraph 20);
- sensitive responses to and understanding of bed wetting; warmth and comfort; no exhibition on the part of staff of impatience, disgust or anxiety. Children should not be separated from other children or have to wash their sheets (paragraphs 21-24);
- play to be viewed as necessary as food and sleep (paragraph 25);
- a moderate share in the daily running of the home (paragraph 32);
- Preservation of the child's link with family and relatives and visits by relatives and friends to be encouraged. Children who did not have family visits to be befriended by local people (paragraphs 33 34);
- menus varied and well balanced (paragraph 36);
- proper medical care in accordance with the 1952 regulations (paragraph 39);
- measures to preserve discipline that do not undermine the self respect of children (paragraph 48);
- preparation for leaving the home (paragraph 57).

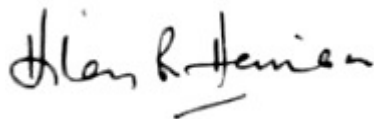
106. Appendix III of the 1952 memorandum related to discipline. It emphasised that the effect of regulation 12 (the equivalent of regulation 13 of the Northern Ireland 1952 regulations) was to prohibit corporal punishment of any kind except smacking of the hands of children under 10 and caning, applied by the person in charge of the home in the manner and to the extent permitted by the regulations, to boys who had reached the age of ten but not school leaving age. Such punishments were to be used as a last resort:

"No person with understanding of children could think a punishment suitable

¹⁶ Paragraph references in the bullet points listed below refer to the paragraph numbers in the 1952 memorandum

which had the effect of frightening a child of isolating him from his fellows or of leaving him unoccupied for long periods. Children should never be put in dark places or sent to Coventry or made to wear a distinctive dress or left for long in an empty room. If it is necessary to remove a child from companions because he is hysterical or for some other good reason, one of the staff should be with him or within reach so that he cannot feel himself deserted” (Paragraph 8).

107. The 1952 memorandum promoted a model of good practice which aimed to prevent neglect and the physical and emotional ill-treatment of children in residential care. There was no indication of the potential for sexual abuse. The first child protection guidance issued by the DHSS in the 1970s also dealt only with physical abuse and to some extent, neglect. Sexual abuse did not feature in such guidance in Northern Ireland until the early 1980s when the first allegations emerged in respect of abuse in the Kincora hostel for boys.
108. Nevertheless, in summary, the principles and good practice guidance contained in the 1952 memorandum had the potential, if implemented, to significantly diminish the potential for physical, sexual or emotional abuse and neglect of children in institutional care. The stated experiences of the witnesses in respect of the care and treatment they received in Termonbacca and Nazareth House children’s homes would appear to have fallen far short of the child care knowledge and expected standards of the day.



Signed:

Dr Hilary R Harrison

Date: 17 January 2014

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EXPLANATION OF DHSS DISPOSAL ARRANGEMENTS

1. The Department of Health Social Services and Public Safety (DHSSPS) is required to manage its records in accordance with the Public Records Act (NI) 1923 and the Disposal of Records Order (S.R. & O.1925 No. 167).
2. In August 1968 the Public Record Office of Northern Ireland (PRONI) issued a Memorandum on New Review Procedures for the selection of Records for Preservation. Files were to be closed no longer than 5 years after opening. The first review took place 5 years after the file was closed. The reviewing officer considered whether there was a Departmental requirement to destroy or preserve the file. Any files retained at that stage were reviewed a second time 20 years after the file was created. At the second review PRONI assessed the file for destruction or preservation in conjunction with the Department. Files selected for preservation were transferred to PRONI.
3. In 1992 PRONI published the second edition of "A Guide to Records Management" It updated the records management procedures for the Northern Ireland (NI) Departments which constituted the NI Civil Service (NICS). This guidance changed the second review to 20 years after the date of the last paper on the file.
4. Following publication of The Northern Ireland Records Management Standard (NIRMS) by PRONI in May 2002 and the Code of Practice on the Management of Records, by the Lord Chancellor, under Section 46 of the FOI Act in November 2002, Disposal Schedules were created for all branches and a structured approach to file titling developed. The Disposal Schedule for Social Services Inspectorate was implemented in April 2003 and the Disposal Schedule for Child Care Policy Directorate in October 2005. Disposal prior to this was carried out in line with the 1968 and 1992 guidance.

[REDACTED]

[REDACTED]

Annex C

**Memorandum by the Home Office on the Conduct of Children's Homes
(The 1952 memorandum)**

The following 3 documents attached separately refer.

Memorandum by the Home Office on the Conduct of Children's Homes

Circular TC 24/1952 - The Children and Young Persons (Voluntary Homes)
Regulations (Northern Ireland) 1952

Circular TC 25/1952 - The Children and Young Persons (Voluntary Homes)
Regulations (Northern Ireland) 1952



Memorandum by the Home Office on the Conduct of Children's Homes

INTRODUCTION

1. This memorandum on the conduct of children's homes has been prepared for the guidance of local authorities and voluntary organisations, and is intended to be read with the Administration of Children's Homes Regulations, 1951. The contents are based on experience gained by Home Office inspectors in visiting children's homes and on advice tendered to the Secretary of State by the Advisory Council on Child Care. It deals with the needs of children who, for one reason or another, cannot be boarded out and are brought up in children's homes; and it is written in the main with direct reference to children living as members of small groups of mixed ages and both sexes who are in care for an indefinite period and who look to the local authority or voluntary organisation for their upbringing. But most of what is said is applicable to all children's homes; and recommendations relating specifically to large homes are contained in Appendix I.

2. In paragraph 427 of their Report the Curtis Committee stated the main requirements for the substitute home in the following words:—"If the substitute home is to give the child what he gets from a good normal home it must supply:—

- (i) Affection and personal interest; understanding of his defects; care for his future; respect for his personality and regard for his self-esteem.
- (ii) Stability; the feeling that he can expect to remain with those who will continue to care for him till he goes out into the world on his own feet.
- (iii) Opportunity of making the best of his ability and aptitudes, whatever they may be, as such opportunity is made available to the child in the normal home.
- (iv) A share in the common life of a small group of people in a homely environment."

TYPE AND SIZE OF CHILDREN'S HOMES

3. The aim when providing new homes for children in long-term care is to enable each child to live as a member of a small group. The number of children in a home of this kind (referred to in this memorandum as a family group home) may vary from eight to twelve. If the home is a house in a street (perhaps a villa type house or two semi-detached houses, suitably adapted) the children gain by living as members of the local community and by taking a full part in its social activities as do children living with their own parents. Many local authorities are setting up small homes of this kind. Rather larger homes, taking up to about twenty children, are also being established. It is important that homes should be so situated that the children will be able, out of school hours, to mix with their school friends. While every children's home should have a garden, the children should be encouraged to join with others in outside play.

4. In the family group home, the age range should be wide, say from three to fifteen years, with boys and girls growing up together. It will be desirable sometimes to include children under the age of three in the group (for example, where they have older brothers or sisters in the home), or on occasion to keep

children beyond the age of fifteen. The conditions of normal family life can most nearly be reproduced in this way, and the children will not require to be moved at a specified age to some other children's home and so lose contact with those whom they are fond of and trust. In homes accommodating children of a wide age range and both sexes, the special problems arising in adolescence call for sympathetic guidance and wise, unobtrusive supervision. It will not generally be right to place in a mixed family group home older children coming into care, but this may not apply where several children from the same family are received into care and should be kept together.

STAFF

5. The standard of care provided in a home will be determined by the success with which the staff are able to take the place of parents and to meet the children's individual need for interest and affection. It is essential that the conditions offered to staff should be such as to attract and keep men and women of the high quality needed for this work.

6. It is on the understanding and devotion of the staff, more than on anything else, that the happiness of the children depends. The housemother and members of staff, besides being familiar with the stages of development throughout childhood, should be temperamentally fitted for the difficult task of maintaining the balance between giving the children the affection that they need and being too possessive in their attitude towards them. The housemother in charge of a family group home should be given the fullest possible responsibility, and should not be subordinate to the person in charge of some other children's home.

7. The staffing should be sufficient to allow the housemothers time to join in the children's activities and to talk with them, and thus to provide the children with the adult companionship which is necessary to their normal development. It is undesirable for one housemother to live alone with the children; she needs adult companionship, and a housemother living alone may sometimes be subject to undue strain. In family group homes taking from eight to ten children, a resident housemother and assistant, or two housemothers, should be sufficient, with adequate domestic help. In homes taking eleven or twelve children, it will be an advantage to have in addition one full-time domestic assistant, preferably resident; and in these the employment of a married woman as housemother, with the husband going to outside work, is a good way of securing a man's influence and interest in the household.

8. It is considered that the staff required for a home taking about twenty children of a wide age range and both sexes might be a married couple (the husband usually going to outside work), one resident housemother, one resident housemother/cook, daily domestic assistance, and part-time help with the garden where required.

9. If a home is to be well run it is essential that the conditions should be such as to enable the staff to retain pleasure and freshness in their work. Adequate time off and holidays, giving opportunity for outside interests, and provision for seeing their own friends in the home (see also paragraph 34), contribute to the well-being of the staff and consequently of the children; at the same time, there should be sufficient flexibility in the arrangements to ensure continuity of care. Where relief staff are employed, it should be arranged, whenever possible, for the same people to go to the same homes.

10. It is hoped that local authorities and voluntary organisations will release suitable members of their staffs to take a full course in child care provided through the Central Training Council in Child Care, and will encourage others to attend refresher courses. A valuable feature of the refresher courses is the opportunity they afford to the staff of different homes to meet and discuss their work.

FURNISHING AND EQUIPMENT

11. The aim should be to create an environment, not luxurious but of a reasonable standard of comfort, in which both staff and children will feel at home and which will help the children to develop a proper pride in their surroundings.

Decoration and furnishing which are good in design and bright and attractive in colour will encourage the children to take an interest in their home, and to enjoy taking care of it. This applies equally to chair- and bed-covers, curtains and rugs, which should be in attractive colours but easily cleaned. There should be a room for play and a quiet room for reading and other such occupations; one of these rooms may serve also as the dining room. It will do much to produce the atmosphere of a normal home if staff and children share most of the rooms in the house, though the need of the staff for some privacy should not be overlooked. If there is not room in the house for a workshop for hobbies and crafts, the possibility of converting an outhouse or garage into a workshop should be considered.

12. The bedrooms should be furnished as far as possible as they would be in an ordinary household without uniformity, and there should be opportunity for the exercise of individual taste in the arrangement of furniture, the choice of colour schemes and the display of personal possessions. Sufficient chests of drawers and wardrobes should be provided to give each child space to keep his own clothes, and there should be bedroom rugs and a chair for each child. The need for bedroom mirrors for older boys and girls should not be overlooked. At least one of the rooms used by children should be furnished as a comfortable sitting room with easy chairs. Every child should have an individual place in which to keep his personal possessions; he should be entitled to regard this as a private place which should not be disturbed by the staff without his knowledge.

RECEPTION OF CHILDREN

13. As reception centres are established (see the memorandum which accompanied Home Office Circular No. 128/1949 of 4th July, 1949), the need for initial assessment in long-stay homes will diminish. It will be necessary however, for some time to place direct in long-stay homes children whose needs have not been assessed. Children may arrive at the home still subject to the strain and bewilderment of leaving familiar people and surroundings, and some may be suffering from the effects of ill-treatment or under-nourishment. Many of the recommendations contained in the memorandum on reception centres are applicable to the reception of children direct into long-stay homes. Children who have been in a reception centre will come to the long-stay home with a known history, and will have had time to get over the first effect of separation from their homes.

14. Where a child is to be admitted to a home, whether on coming into care or subsequently, it is of the greatest importance that he should be treated considerably; the need to put the child at ease and to gain his confidence should be reflected in the arrangements for the journey, and the escort should, if possible, be known to him. The housemother should have full information about the child before he comes, so that he can be greeted by name and made to feel that he is not a stranger. This kind of friendly welcome will be all the easier if it has been possible for him to visit the home once or twice beforehand. On arrival, he should be shown round the home and, if he has a brother or sister or friend there, he should see him at once. Children should be allowed to bring with them any personal possessions to which they are attached and these should be treated with respect. Children leaving a reception centre to go to a children's home should take with them clothes that they have become used to. Staff should not be discouraged if a newly admitted child does not respond to kindly approaches for a time, as this may be due to his distress at leaving home or to previous unhappiness or neglect.

RELIGIOUS UPBRINGING (REGULATION 4)

15. A child who has to grow up away from his own parents needs even more than any other the comfort and help of a religious faith and the inspiration to right thinking and right doing which it gives. A religious upbringing must be founded on the example of the people with whom a child lives; if they are sincere in their convictions, even though of a different denomination, the teaching

and guidance that he receives will have added significance. Their influence will be seen in the development of his personal faith and of his sense of service to others.

16. A child's understanding of religion is quickened by the attitude and example of those about him; he will learn from them to say prayers suited to his age, and become familiar with Bible stories and with the lives of people whose faith has inspired them to serve their fellows. Unless it is impracticable, every child should attend the services and the Sunday school of his own denomination so that he may take his part in its observances and activities, and be prepared to become a full member of a corporate religious body. The house-mother should be ready to discuss with any child religious or other questions which he may raise, and where desirable to arrange for him to talk with a minister of religion or other adviser of his own persuasion with whom it is hoped that she will maintain friendly contact. The teaching which a child receives at his church, his Sunday school and at his day school will be strengthened in daily life by the sympathy and understanding of those around him in the home.

DAILY LIFE IN THE HOME

17. It is the practice in some homes, particularly large homes, for the staff to be known by names suggestive of institutional life, such as master or superintendent. Names like these are alien to the idea of family life, and their use by the children is to be discouraged. If a home is run in the right spirit, this will be reflected in the easy manners and the bearing of the children.

18. The aim of any routine should be to create for the children the feeling of security and well-being which is found in a happy family. Regular times for meals and for bed help to create a pattern of security in the child's mind. Within this framework there should be variety and sometimes the unexpected event or excursion. It may be unavoidable in the larger homes to announce some events of the day, such as meal times, by a gong or bell, but the children should be accustomed to telling the time by the clock and should be expected to practise punctuality as a way of showing consideration for others.

19. Much of the children's happiness as they grow up will depend on the ease and confidence with which they mix with other young people. Mealtimes in the home provide a valuable opportunity for social training as well as an occasion on which the group comes together as a family. The staff should have meals with the children, and should expect them to talk freely. Tables should be attractively laid, with flowers on the table whenever possible. The children should become accustomed at an early age to the use of knives, forks, spoons, tumblers and cups and saucers, and should be expected to pass dishes to each other and to help themselves. If meals are regarded as social occasions, it follows that ample time should be allowed for them. The older children should be encouraged to help the younger at meals, keeping in mind the need to teach the younger ones to look after themselves. It is unreasonable to expect the other children always to wait until the slowest has finished.

20. Each child should feel at bedtime that he is specially wanted and cared for. In many homes a bedtime story is told to the group; whether or not this is done, it is important that the housemother should find time to talk with each child as she says goodnight to him. In this way she will often hear the worries of the older children and will be able to give to each child the individual interest which he needs.

21. It is important that each child should have the hours of rest he requires; he should not go to bed unduly early or too late. As a general guide, the following hours of sleep are considered to be desirable:—

<i>Age in years</i>	<i>Hours of sleep</i>
1—2 ...	14—16 hours
2—4 ...	13—14 "
5—7 ...	12—13 "
8—10 ...	11—12 "
11—13 ...	10—11 "
14+ ...	9—10 "

22. Care should be taken to see that children are warm in bed at all seasons of the year; underblankets should always be provided. A feeling of warmth and comfort will play a part in preventing such happenings as night terrors and bed wetting.

23. Bed wetting cannot be attributed to any one cause; if effective help is to be given, the child must be studied as an individual. The trouble may be due to an organic cause, to delay in learning bladder control, or to emotional disturbance due to loneliness, a sense of being left in strange surroundings, or of not being wanted. A feeling of hopelessness about the habit may cause it to persist. A child who persistently wets the bed should be seen by the medical officer so that he can advise on treatment or, if necessary, refer the case to a hospital or child guidance clinic.

24. Understanding and consideration on the part of the staff are of the first importance. Bed wetters should not be separated from other children, and members of the staff dealing with the child or with the wet bed should proceed in a matter of fact way, and should never exhibit impatience, disgust or anxiety. Mackintosh sheets should be used only when necessary; when they have to be used, a thin blanket should be placed between the mackintosh and the bed sheet. Sheets should always be changed after being wet. Bed wetters should not be required to wash their sheets. There is nothing to be gained by restricting drinks unreasonably, but it is undesirable that any child should drink large quantities late in the evening. There should be easy and lighted access at night to a lavatory, and where necessary the children should have their own chamber pots.

RECREATION

25. Play is as necessary to children as food and sleep; through it they develop in mind, body and personality. Play should not be thought of only in terms of organised activities. The children should be given ample opportunity to play and amuse themselves in their own way, and should be encouraged in initiative, resource and self-reliance. They should be taught to use the facilities of the neighbourhood, for instance, the public library, and allowed a reasonable choice of their own books.

26. Indoors, the children should have a varied supply of play material, including materials for dressing up; hobbies should be encouraged, and opportunity given to look at picture books, to read newspapers and periodicals suited to their age, and to listen to the gramophone and wireless. Children should be encouraged to choose their programmes, and not have the wireless on continuously. There should be small tables at which the children may play games or pursue hobbies, and arrangements should be made, if possible, for a child to have some place where a half-finished model or other cherished piece of work can be left with safety.

27. Fresh air, sunshine and activity are essential to the health and the full physical and mental development of children. Much of their time should be spent out-of-doors. Where the garden is large enough, part of it should be set aside for the free use of the children. Sand-pits in suitable conditions and if properly looked after, provide happy occupation for small children. The keeping of pets gives children the experience of caring for living things and develops a sense of responsibility. Bicycles, besides being popular, provide training for the older children in independence and road sense. The children should be taught to look after the bicycles as well as to enjoy their use. Outings and treats should be arranged. As opportunity offers, the children should be helped in the observation of growing and living things and in the life of the countryside.

PERSONAL HYGIENE

28. Children need training in how to use and look after their toilet articles, which they should regard as their own property and be able to identify easily. Individual towels, face cloths, tooth brushes (with individual tooth paste or powder) and brushes and combs should be provided and clearly marked by name or initials, or, in the case of children too young to read, by symbols which they can

recognise. Towels should be hung so that they dry and are not in contact. Supervision may be necessary in the use and care of these articles, but the aim should be to train the children as quickly as possible in habits of personal cleanliness and independence. Baths, with clean water for each child, should be taken at least twice a week, just before bed, and the children should be trained to bath themselves. Bedtimes naturally vary with the ages of the children, and it should be possible to plan some bathing each night without interfering with evening activities. The children's hair should be washed regularly, and attention given to the cleanliness of their heads. Children should be trained in regular habits and encouraged to report constipation; an aperient should never be given as a matter of routine, but only where it is required in the individual case. The needs of the adolescent girl should be provided for.

DRESS AND FOOTWEAR

29. Uniformity of dress is to be avoided. The disadvantages of central purchasing should be weighed against its advantages. There should be variety, and opportunity for individual choice. Children attending school or a youth organisation should wear the kind of clothes that are required. From an early age, children should accompany the housemother when she is buying their clothes. Older children should be taught something of the prices and suitability of clothes and materials, and the girls should be encouraged to make attractive clothes for themselves. Uniformity should be avoided also in such matters as the dressing and cutting of hair.

30. Great care should be taken to provide children with correctly fitting boots and shoes. They must be of adequate length with flexible soles to allow proper use of the foot muscles, and the heels should fit comfortably. The passing of part-worn footwear from one child to another carries with it the risk of injury and possibly infection to the feet: where it is done, only well-fitting boots or shoes which are in good condition and not in any way misshapen should be passed on. It is important also to see that the feet of socks or stockings are of sufficient length after laundering as well as when new.

MONEY AND PERSONAL POSSESSIONS

31. Learning to handle money is an essential part of a child's training in everyday matters. Children should have a reasonable and known amount of pocket money. While pocket money will usually be given weekly, it may be helpful on occasion to give a larger sum for a longer period so that the experience of weighing the usual limited expenditure against the making of some special purchase may be possible. Older children should be allowed whenever possible to undertake shopping for the home, and to buy things for their own use. Younger children should be allowed to accompany the older children or housemother on shopping expeditions, and themselves be trusted to make simple purchases such as small birthday presents. Those nearing school-leaving age might be given an allowance to cover the purchase of clothes and personal necessities and so learn to take a greater pride in their own things. Unless some arrangement of this kind is made, a child may start work without knowing how to lay out money on personal needs.

HELP IN THE HOME

32. Boys and girls should be expected to take a moderate share in the daily running of the home, but not at the expense of sleep, meals, education or reasonable recreation. Young children should not be discouraged from trying to help in the house. Older children, in assisting members of staff, should progress from light routine tasks, such as dusting, bed-making and washing up, to skilled work, such as cooking, bottling, ironing and making things for the home. It is sometimes forgotten that a share in the running of the house means a share in the interesting as well as in the dull occupations. Older children could be given some responsibility for planning meals, purchasing household goods and checking the laundry, and should have opportunity of attending demonstrations or exhibitions of domestic interest in the neighbourhood.

CONTACT WITH RELATIVES AND FRIENDS

33. The child's link with his own family and relatives should be preserved wherever possible, and the staff of the home can help to strengthen the link by getting to know visiting parents. Visits by relatives and friends should be encouraged, and there should be no undue restriction as to times. Normally, the letters sent and received by a child should not be read by the staff of the home; exceptionally, the head of the home after consultation with the children's officer in the case of homes provided by a local authority, may find it necessary to supervise correspondence.

34. It is essential that children should learn to make friends outside the home and should be used to meeting other young people and to visiting ordinary homes. Both children and staff should be encouraged to invite their friends to the home; the children may thus experience the pleasure of giving as well as receiving hospitality. It is important that a child who has no parents or other relatives who visit him, or whom he visits, should be befriended individually by local people who are on friendly terms with the staff of the home. Women's Voluntary Services, Youth Organisations, Rotary Clubs and other bodies are ready to make arrangements of this kind for children in homes.

HOLIDAYS

35. The summer holiday is an important event in the lives of children, and it is specially desirable that children who are being brought up in children's homes should have an annual holiday of the kind best suited to their needs. In a family group home, there is something to be said for the group going away together for the children's holiday, the children sharing their experiences with those who look after them in the home. Children who lead a community life in larger homes will be likely to benefit by a complete change of surroundings, such as may be found with suitable relatives or in private foster-homes where they may see something of normal family life. Members of youth organisations, such as scouts and guides, should be given opportunity to go to camp or to take part in other holiday arrangements. There will be scope to arrange for older children to join others in using youth hostels. Organised camps or holiday homes, catering for large numbers, should be used with discrimination; younger children are likely to find such places exhausting. The aim should be to arrange as far as possible for each child to have the kind of holiday which, beside giving him pleasure at the time, will widen his interests and provide him with those experiences and memories which are so important in the pattern of young lives.

DIETARY

36. Menus should be varied and well-balanced. Contact should be maintained with the local Food Office so that ration permits may be altered as circumstances change. Breakfast should be served always within one hour of rising and should include a main dish. Mid-day dinner will often be taken at school. Where this is not done, application should be made for the additional food allowed for five main meals a week based on "school meals" rations, and dinner should generally consist of meat or fish and two vegetables (green leafy vegetables being served about three times a week) followed by a suitable pudding. The children should have a high tea (including, whenever possible, meat, fish, cheese or egg) and a light supper; alternatively, if preferred for the older children, a light tea and a substantial supper should be provided. Children should be encouraged to drink sufficient water, which should be readily available between meals and at meals.

37. Protein should be given twice daily, and can with advantage be included in all three main meals. Adequate quantities of salads and fresh fruit should be given. Milk should be tuberculin tested or pasteurised, and each child should have not less than a pint a day, including school milk. Children under five should have the special allowance of cod liver oil and orange juice available for them. Regulation 3 and the Schedule, item 5, require records to be kept of the food provided. The records should be examined from time to time by persons visiting the home on behalf of the local authority or voluntary organisation.

38.

The Ministry of Health have published a booklet, "Feeding the One to Fives," obtainable from H.M. Stationery Office (Sales Offices), price 6d. (post free, 7½d.), or from any bookseller.

MEDICAL ARRANGEMENTS

39. Regulation 5 requires the appointment of a medical officer for each local authority and voluntary home. His duties include regular attendance at the home and, as far as practicable, the periodic routine examination of the children, the provision of suitable medical attention as required, the supervision of medical records, and general supervision of the health of the children and hygiene of the premises. He should take an interest in the progress of the children and in their general welfare. It is, therefore, desirable that he should visit frequently, and get to know the children and the staff. Regular visits will enable the staff to keep him informed of matters which are not of sufficient consequence to justify a special call. The fullest possible information as to the previous medical history of each child and his family should be available to the medical officer. It is particularly important that this should include details of any immunisations. Regulation 6 requires arrangements to be made for dental care of the children.

40. Sick children can be provided with treatment under the National Health Service, but payment will have to be made for the general supervision and the routine examinations which are outside its scope. Although it is desirable that one doctor should undertake all the duties of medical officer, a local authority may have to make special arrangements for their homes by employing their own medical staff.

41. The advice of their Medical Officer of Health could be sought with advantage on all medical matters affecting homes provided by a local authority, including the appointment of the medical officer for the home, matters concerned with the health of the staff, precautions against the spread of infectious disease, and, where appropriate, the medical aspects of the planning of accommodation. Voluntary organisations may also find it an advantage to seek the advice of the appropriate Medical Officer of Health on such matters. It is desirable for the local Medical Officer of Health to be informed of the outbreak of any non-notifiable disease, such as gastro-enteritis, in any children's home.

42. It is recommended that the frequency of medical examinations, of dental inspections, and of other routine arrangements should be as follows:—

- (a) *Medical examination*—
 - On admission.
 - At least monthly for children aged 0—1 year.
 - At least quarterly for children aged 1—5 years.
 - At least yearly for children over the age of 5.
 - On discharge.
- (b) *Weight (in a single garment)*—
 - On admission.
 - Weekly—for children aged 0—6 months.
 - Monthly—for children aged 6 months to 2 years.
 - Quarterly—for children aged 2 years and over.
 - On discharge.
- (c) *Height (for children aged 2 years and over)*—
 - On admission.
 - Quarterly.
- (d) *Dental inspection*—
 - This is very desirable for children over the age of 2 and, if possible, should be arranged shortly after admission and at intervals of not more than six months.

(e) Medical records—

Individual records should be kept showing condition on admission, and progress, and should include a record of sickness. Dates of immunisations should be noted. Condition on discharge should be recorded.

Suitable medical record cards for children aged five and over, and similar cards for children under the age of five, can be obtained from H.M. Stationery Office (Sales Offices), price 15s. 2½d. per hundred for the cards, and 10s. 2d. per hundred for the continuation cards including purchase tax in each case. The cards should be ordered under the references "Home Office RHM" for children aged five and over, and "Home Office RNM" for children under five, and the continuation cards under references "Home Office RHM (C)" for children aged five and over, and "Home Office RNM (C)" for children under five. The cost of the carriage is 1s. 2d. per hundred for the cards and 10d. per hundred for the continuation cards. (See Home Office circular 18/51 of 23rd January, 1951 and circular letter of 23rd January, 1951.)

43. Children attending local education authority schools will be examined by the school medical service at intervals. A member of the staff of the home should endeavour to be present, and should tell the doctor anything of note about the child just as a parent would.

44. While a good standard of cleanliness should be maintained in the home, this need not be carried so far as to produce an institutional atmosphere. Personal cleanliness among those employed in the kitchen is essential, and kitchen waste should always be stored in covered bins pending removal. The larder window should be efficiently fly-proofed, but should allow adequate ventilation.

45. When numbers of children live together there is a risk of epidemics and precautions must be taken to prevent the spread of infection. One of the most important methods (too often neglected) of preventing epidemics is the early diagnosis and isolation of the first case. The sick room, which should be a bright room and within call of a member of staff, should be ready for immediate use. In homes for fewer than about twelve children, arrangements should be made to enable a suitable room to be brought into use as a sick room at any time. If a sick child has to be kept apart from the others he should be provided with toys or books or suitable interests, and will need extra attention and mothering. If a child has to be admitted to hospital, the staff of the home should keep in frequent touch with him both by letters and visits, and there should be no delay in taking him back when he is ready for discharge.

46. In view of the close contact between staff and children, it is desirable to safeguard the well-being of the children by ensuring, as far as is possible, that the staff are free from any disorder likely to harm the children. A medical examination, including an X-ray of the chest, before appointment, and an X-ray of the chest subsequently at yearly intervals, is advisable, and local authorities and voluntary organisations are recommended to consider what measures should be taken to this end, and to consult the Regional Hospital Board as to ways and means of arranging for X-ray examinations.

SAFETY PRECAUTIONS (REGULATIONS 8 AND 9)

47. The advice of the Chief Officer of the Fire Brigade should always be obtained on fire precautions and on fire drills. The subject is dealt with in full in Appendix II. Open coal, electric or gas fires should be provided with fixed fireguards, and in rooms used by young children, radiators and hot pipes should be suitably guarded. Medicines and disinfectants should be kept in locked cupboards to which children cannot get access. Where windows, verandahs or staircases are potentially dangerous, or where there are main roads, ponds, rivers, etc., in the vicinity, the risks should be assessed, and suitable safety measures taken.

DISCIPLINE

48. Some form of discipline is necessary in every community, if the general well-being is to be maintained. Most children are difficult at times, and those coming into care may be specially difficult at first. Many will be disturbed by removal from their homes, and some will never have had a chance of learning to consider the interests of others. Measures taken to preserve discipline should not be such as would be likely to undermine the self-respect of children or to lessen their sense of responsibility for their actions. In general, the consideration and courtesy shown by members of the staff to each other and to the children will provide the example which is likely to influence in the right way all members of the group.

49. The difference in the relationship existing between staff and children and between parents and their own children calls for a careful approach to discipline in a children's home. Children who have lacked affection previously and who have become possessive and jealous about persons or things will need considerate treatment; it would be useless, and often harmful, to punish for this kind of behaviour. Where, on the other hand, correction is needed, it should aim at helping the child towards self-discipline and a developing sense of responsibility towards the people with whom he lives. It is by patience and interest, and the understanding of each child's problems and needs that the staff will win response and loyalty from the children.

50. Appendix III deals with the subject of discipline and the effect of the relevant Regulation.

EDUCATION AND THE HOME

51. Local authorities and voluntary organisations should do all that interested parents would do to enable a child to obtain and take advantage of opportunities of education and training suited to his ability. In the children's interests, the staff of the home should keep in close touch with the school and watch each child's progress there. The children should be given every facility to enable them to take part in handwork, sewing and cookery classes, and, if they wish, to buy the things they have made. They should be free to join in out-of-school activities. Children should always have a quiet place at home where they can do their homework undisturbed.

52. Training in health and hygiene is one of the responsibilities of the house-mother, and in this she will be helped by the teaching given in most schools. Children are interested in their physical development, and want factual information about it as they grow up. The housemother should be ready to answer questions in a way appropriate to the age and intelligence of the child.

53. The staff of the homes should take advantage of the opportunities offered by many schools through parent-teacher associations and open days to acquaint themselves with the life of the school. Children's enjoyment of prize-giving, sports day and school functions may be greatly increased by having present someone belonging to them.

CHOICE OF EMPLOYMENT

54. When children are ready to leave school and go out to work advantage should be taken of the facilities provided by the Youth Employment Service for advising them on their choice of a suitable occupation and helping them to find satisfactory employment. Children usually come into contact with the Service through the schools they are attending. Youth Employment Officers visit schools and give preparatory talks on the choice of employment to groups of boys and girls in their last year at school, and at a later stage arrangements are

made for school leavers to be interviewed by a Youth Employment Officer and to receive personal advice about the type of work best suited to their individual capacities. It is important that children in homes should attend for interview, and that a member of the staff of the home who knows the child's aptitudes and particular interests should be present. The placing facilities of the Youth Employment Service are available not only to young people on leaving school but at any time up to the age of eighteen. The Service has also certain responsibilities for keeping in touch with the boy or girl after he has been found work and until he reaches the age of eighteen. The objects of this procedure (called "review of progress") are to ensure as far as possible that the placing has been satisfactory, and to provide young workers with opportunities for discussing their progress and their problems with a Youth Employment Officer and for receiving such further vocational advice and assistance as may be necessary. The Youth Employment Service administers a scheme of training and maintenance grants under which young workers with special aptitude for a particular skilled industrial occupation (for which training facilities are not available within daily travelling distance of their homes) can receive financial assistance to enable them to take up training in that occupation with employers in other areas. Youth Employment Officers welcome the co-operation of those concerned with the care of the children. Those responsible for homes in which education is provided within the premises should ensure that full use is made of the facilities provided by the Youth Employment Service.

PROVISION FOR CHILDREN ON LEAVING CHILDREN'S HOMES

55. It is recognised that the transition to life outside cannot always be easy for those who have been brought up in a children's home. It is accordingly important that the older children should be prepared for this and should be given every opportunity to become self-reliant. For example, it will be helpful if they can have for a time before they leave a room of their own to accustom them to the conditions of increasing independence. It will usually be desirable for children to leave the home on reaching school-leaving age, or soon afterwards, although there can be no hard and fast rule and it may be right in exceptional cases for children to remain in the home beyond that age. The retention of girls in homes to do domestic work is deprecated. While children should leave the home well-equipped, they should retain some familiar articles of clothing as well as taking with them their personal possessions.

56. Section 19 of the Children Act, 1948, empowers local authorities, with the consent of the Secretary of State, to provide hostels for young people who are or have been in care and have reached school-leaving age. Where hostels are provided, local authorities should make use of their power to accommodate in them young people who have not been in the care of a local authority, and thus to enable those who are, or have been, in care to meet and live with others from ordinary homes.

AFTER-CARE

57. Where a child has left the care of a local authority or voluntary organisation since reaching school-leaving age, the local authority in whose area he is living, unless satisfied that the welfare of the child does not require it, have a duty to advise and befriend him until he reaches the age of eighteen. This task will normally be undertaken by the children's officer and staff, but the local authority, if satisfied in the case of a child who has left the care of a voluntary organisation that the organisation have the necessary facilities, may arrange for the voluntary organisation to undertake his after-care. The housemother or housefather should have a close link with the child, and co-operation between them and those responsible for after-care will often be of value.

RECORDS

58. It is hardly practicable to confine consideration of this subject to the records which should be maintained in respect of children who are in children's homes. For this reason, what follows is related to the maintenance of records in respect of all children in the care of local authorities and voluntary organisations.

59. It is essential that a comprehensive record should be kept of every child in care. These records will provide the material on which informed decisions about a child's future can be taken, and will form a continuing account of a child's progress including his progress at school. They will serve also as a means of checking whether action that should be taken has been taken, for example, whether a child should be restored to his parents, whether a child should be boarded out, and whether, if he is boarded out, the requisite visits have been paid to the child in his foster home. The building up of reliable records is not easy, and the staff should be given a full allowance of time for this work, which will be of value not only in relation to the individual child but also in the wider field of improving the knowledge of the treatment of children in care.

60. There should be a personal case history for every child in care. This might consist of a folder containing:—

- (a) The basic record of all relevant information about the child and his family, including reports completed at the reception centre;
- (b) history sheets with a continuing record of matters of consequence in the child's life, including relevant information about his health;
- (c) copies of all reports, including school reports, court orders or correspondence concerning the child; and
- (d) certificates, including birth certificate, photographs and other papers which the child may like to have later.

61. It will be wise to keep the entries in the history sheets factual and as simple as possible. Opinions about a child change and may vary from worker to worker; over-elaboration should be avoided, as records can quickly become the master and not the servant of those who use them.

62. It may not always be easy for the local authority or voluntary organisation to decide to whom the full records of the children should be made available. In the case of a local authority, it is to be expected that they will be seen by the children's officer, and the boarding out or other field staff concerned with the child's supervision. It is considered that the person in charge of a children's home should ordinarily have full information about the children. When a child is boarded out, sufficient information (including information about his health) should be given to the foster parent. In general, it is to be expected that it will be to the child's advantage if those immediately responsible for his care are informed about his background.

63. When a child is placed in a children's home, it will be for the responsible officers of the local authority or of the voluntary organisation to decide in what form information is to be given to the person in charge of the home. It is suggested that a copy of the basic record, a summary of relevant information contained in the history sheets, and copies of reports of interest should usually be given.

64. A central register of children in care is no doubt maintained by all local authorities and large voluntary organisations, and this would serve as an index to the personal case history folders. The records to be maintained by children's homes may be summarised as follows:—

- (a) record of children admitted to the home, showing name, date of birth, religious persuasion, dates of admission and of leaving, and a record of absences;
- (b) daily register of children in the home;

- (c) personal case history for each child in the home, with a continuing record of matters of consequence in the child's life ;
- (d) log book of events of importance in the life of the home ;
- (e) records of the food provided ;
- (f) record of weight and height (see paragraph 42 above) ;
- (g) punishment book.

It is intended that the log book mentioned at (d) above should contain not a list of occurrences of everyday interest, but a record of events of importance such as affect materially the running of the home, that is, matters of which an official visitor to the home should take account. (See Regulation 3 (2) and the Schedule as to the records required to be kept.)

CONCLUSION

65. The success of family life within a children's home will be seen in the degree to which a child who has been brought up there feels himself to be an individual with rights and responsibilities, equipped to take his place in the world. Every aspect of life within the home should contribute to this end, since the aim of all that is done is to produce stable, happy and self-reliant citizens.

HOME OFFICE.

July, 1951.

APPENDIX I

(See paragraph 1 of the memorandum)

RECOMMENDATIONS RELATING SPECIFICALLY TO LARGE HOMES

1. This appendix contains recommendations relating specifically to large homes, and particularly to those which are organised neither as grouped cottage homes nor as boarding schools. The appendix is to be read in conjunction with the memorandum which, though written in the main with direct reference to children in care for an indefinite period who are being brought up in family groups, applies for the most part to all long-stay children's homes and, with necessary modifications, to short-stay homes.

2. The size of some homes, and the nature of their premises and organisation, are such as to make them in greater or lesser degree institutional in character and thus particularly unsuitable for young children. It is of the first importance that all possible steps should be taken to lessen the disadvantages of the large home.

3. Where the children do not go out to school, the home should be run as far as possible as a boarding-school with arrangements for the children to spend the school holidays with parents, relatives or foster-parents. It will be all to the good if some of those attending such a school are children living in their own homes. In other cases, the home might be organised, after suitable adaptation of the premises, in family groups, each under the charge of a house-mother, so that the conditions of a family group home are reproduced as nearly as possible. Where the nature of the premises makes this impracticable, it may be possible to adopt a house system. Whatever the method of organisation, the aim should be to secure that certain members of the staff have continuing responsibility for the care of certain children, so that constant change is avoided.

4. A defect of some large homes is that there is insufficient recognition of a child's need of occasional privacy, and that the children may never know what it is to be alone. Some small rooms, comfortably furnished and provided with small tables for study and quiet occupation, should always be available. There will be need for rooms with equipment for games and physical exercise, and for play in bad weather.

5. Reference is made in paragraph 17 of the memorandum to the undesirability of the children's using names suggestive of institutional life, such as master or superintendent, which are alien to the idea of family life.

6. The serving of all meals for the whole home in a central dining room is not conducive to a family atmosphere or to social training, and should be avoided where possible. As far as practicable, the staff should take their meals with the children who should usually be kept within their own family or house group at table, with their own housemother or housefather. Wherever possible, the housemother should give her children at least one meal a day (perhaps tea) in a room set aside for the use of the group.

APPENDIX II

(See paragraph 47 of the memorandum)

ON FIRE PRECAUTIONS

1. All children's homes must have adequate fire precautions and means of escape, but the measures to be adopted will vary widely with the age and number of the children and the type of building; the extensive precautions necessary in a large nursery, for example, will have no place in a family group home. The aim should be to provide for the safety of the children without adopting measures which are over elaborate or which might tend to differentiate the home too much from neighbouring premises.

2. The Chief Officer of the Fire Brigade should be asked to arrange for visits to all children's homes, and to advise on the suitability of the measures already adopted; he should be consulted also at the planning stage when premises are to be adapted to provide a home or when a new home is to be built. He should be asked to advise on fire drills, and, if there is no standing arrangement with the manufacturers for maintenance, to inspect patent fire extinguishers and other apparatus which may deteriorate.

3. Although the necessary fire precautions will vary widely, some features are common to most homes. The provision of adequate alternative means of escape, a simple but efficient warning system, and a method of rapid communication with the fire brigade are essential; fire drills should be held at frequent but irregular intervals to accustom the children to a routine that they may have to carry out in emergency. A good time for surprise drills is shortly before normal waking time. The need to hold fire drills more frequently in short-stay homes than in long-stay homes should be borne in mind.

4. While fire precautions and means of escape must be adequate, care should be taken to see that as far as possible they do not interfere with the running of the home or mar the internal or external appearance. This is particularly important with family group homes which, for example, will often be given an institutional appearance by an external steel fire escape; where an external escape must be provided, it should be sited, if possible, at the side or rear of the house. Similarly, internal escape ladders should be sited so that they do not restrict unduly the use of the rooms or spoil the appearance of living rooms. Escape hatches should be placed so as to interfere as little as possible with the normal life of the home.

5. Means of escape such as patent lowering lines, transportable ladders, chutes and similar equipment have various disadvantages and cannot usually be recommended with any degree of confidence for use in children's homes.

APPENDIX III

(See paragraphs 48 to 50 of the memorandum)

ON DISCIPLINE

1. Reasonable compliance with a code of conduct devised in the interests of the group is necessary, and this can be secured as children become socially adjusted. There may be special difficulty in the case of adolescent children who come into care and who have not learned to live as members of a group. Children can be helped most effectively by staff who understand their needs and can exercise imagination in their relations with them; an important factor is that children should be confident of, and secure in, the immediate and continuing interest of the staff.
2. Speaking broadly, happy children are good children. All children are naughty sometimes; their growing sense of personality leads them to trials of strength with authority and with each other. But if a child misbehaves persistently, there is need to discover what is wrong. Misbehaviour may be only naughtiness which can be dealt with by simple corrective measures, or it may be irrational conduct due to some underlying emotional disturbance, or a mixture of both. In the second case, punishment is not likely to eradicate it; those in charge of the child should direct their efforts to seeing that his difficulties are resolved. A child may, for instance, behave aggressively, sometimes because of an emotional disturbance such as jealousy, or a sense of inferiority, sometimes because he has found that it pays in getting his own way. In the one case, the feeling of jealousy or inferiority must be cleared away; in the other, the child has to be educated to control his desires and harmonise them with the interests of other individuals and of the group.
3. When correction is needed it should aim (as is suggested in paragraph 49 of the memorandum), at helping a child to develop self-discipline and a sense of responsibility towards the people with whom he lives. It should follow the fault as quickly as possible and, once over, the matter should not be brought up again. The aim should be to correct the child in such a way as to bring home to him the effect of his action on the group. Measures which are purely punitive in intention and effect make no contribution to a child's education.
4. As long as correction does not take a form which is likely to damage a child's self-respect, it is usually to his advantage to feel that he has paid for his fault and that the account is closed. Some deprivation of treats or of special kinds of food (for example, ices or a portion of his sweets) may be justified on occasion. At the same time, the privileges and treats which children enjoy should be regarded as a normal part of the life of the home and not as things which are given or withdrawn by way of reward or correction. The withholding of normal meals is open to objection, as is the practice of keeping a child in bed during the day. Regular meal times and bed times help to convey a sense of security, and interference with them as a punishment should be avoided. An early bedtime may be the right course to take with a child who has become irritable through tiredness.
5. It may be right sometimes to make a child help someone whom he has hindered by bad behaviour (taking care that help in the home is not degraded to the level of a punishment), or to give up some part of his pocket money towards the cost of making good something that he has spoilt wilfully or through disobedience or wanton carelessness. It is important that children should not be left with a sense of resentment. For this reason, mass punishment for the offences of individuals cannot be justified.
6. The effect of Regulation 11 is to prohibit corporal punishment of any kind, except:—
 - (a) smacking the hands of boys and girls under the age of ten; and
 - (b) caning (applied by the person in charge of the home), in the manner and to the extent permitted by the Regulation, boys who have reached the age of ten but not school-leaving age.

7. The provision for corporal punishment as referred to in the preceding paragraph has been included in the Regulations for use as a last resort. While it might seem natural to smack the hand of a small child in need of correction, to practise this indiscriminately would be to risk aggravating the condition of some children, who are troublesome because they are emotionally disturbed as a result of past experience. Although provision for corporal punishment has been made in the Regulations, it is open to any local authority or voluntary organisation to instruct their staffs that it is not to be used.

8. The Regulations do not attempt to prohibit specified punishments (other than corporal punishment of a kind not provided for in Regulation 11), because there would be inevitable omissions from any list of objectionable punishments. For example, no person with understanding of children could think a punishment suitable which had the effect of frightening a child, of isolating him from his fellows, or of leaving him unoccupied for long periods. Children should never be shut in dark places, or "sent to Coventry," or made to wear distinctive dress or left for long in an empty room. If it is necessary to remove a child from companions because he is hysterical or for some other good reason, one of the staff should be with him or within reach so that he cannot feel himself deserted. The setting aside of a quiet room may in itself provide a refuge for a child who needs to be alone.

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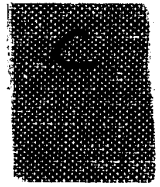
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GOVERNMENT OF NORTHERN IRELAND

Ministry of Home Affairs,
Stormont,
Belfast.

File No. T.8
Circular No. TC.25/1952

26th September, 1952

Sir/Madam,

With reference to the Children and Young Persons (Voluntary Homes) Regulations (Northern Ireland), 1952, (S.R. & O. 1952, No. 131), of which a copy was sent to you on 1st September, I am directed by the Minister of Home Affairs to forward, for your information, a copy of a Memorandum issued by the Home Office in September, 1951, on the Conduct of Children's Homes.

Although this Memorandum has been prepared mainly with reference to Children's Homes in England, it contains various suggestions and advice which should prove of considerable assistance to members of staff of Children's Homes in Northern Ireland, and also to those who have responsibilities for the general management and maintenance of such Homes. The Ministry would, therefore, be glad if you would arrange to supply a copy of the Memorandum to everyone concerned.

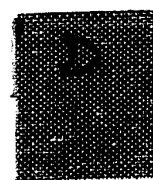
Copies of the Home Office Memorandum (S.O. Code No. 34 - 349), may be obtained from Her Majesty's Stationery Office, 80 Chichester Street, Belfast, price 6d.

I am, Sir/Madam,
Your obedient Servant,

for SECRETARY.

The Secretary of each
Voluntary Home in Northern Ireland

21/-/35/9/52.



GOVERNMENT OF NORTHERN IRELAND

Ministry of Home Affairs,
Stormont,
Belfast.

File No. T.7
Circular No. TC.24/1952

26th September, 1952.

Sir/Madam,

With reference to the Children and Young Persons (Welfare Authorities' Homes) Regulations (Northern Ireland), 1952 (S.R. & O. N.I. 1952, No. 130), of which a copy was sent to you on 30th August, I am directed by the Minister of Home Affairs to forward, for your information, a copy of a Memorandum, issued by the Home Office in September, 1951, on the Conduct of Children's Homes.

Although this Memorandum has been prepared mainly with reference to Children's Homes in England, it contains various suggestions and advice which should prove of considerable assistance to members of staff of Children's Homes in Northern Ireland, and also to those who have responsibilities for the general management and maintenance of such Homes. The Ministry would, therefore, be glad if you would arrange to supply a copy of the Memorandum to everyone concerned.

Copies of the Home Office Memorandum (S.O. Code No. 34 - 349), may be obtained from Her Majesty's Stationery Office, 80 Chichester Street, Belfast, price 6d.

I am, Sir/Madam,
Your obedient Servant,

for SECRETARY.

The Secretary of each County and County Borough
Welfare Committee in Northern Ireland.

21/-/20/9/52.

SUPPLEMENTARY STATEMENT

I, Hilary Ruth Harrison will say as follows:

This statement provides additional information to the Departmental response dated January 2014 to the questions posed by the HIAI regarding the Nazareth House and Temonbacca children's homes (hereafter referred to as "the January 2014 Statement"). This supplementary statement has been prepared on the basis of relevant information extracted from the evidence which the Department has received to date from the HIAI i.e. SND 001 to SND 16956 and HIA pages 001 to 6407 as well as the Bishop Street and Termonbacca files.

The statement follows the structure of the January 2014 statement indicating, where necessary, additional information to be noted in respect of the original questions raised by the HIAI.

WITNESS HIA 40 (SND reference 4590)

- 1 This is to apprise the HIAI that I feature in the supporting documentation to this witness statement under my previous name, Hilary Reid.
- 2 During the early to mid 1980s I was responsible for the management of Barnardo's Adolescent Project, which comprised residential and community care services for adolescent boys and girls aged 15 years and over. The young people admitted to Tara Lodge had previous multiple care placements, including periods in training school, other specialist units and psychiatric institutions. Many also had a history of offending, including sexual and other criminal offences. An Officer-in Charge and senior residential staff managed the day-to-day operation of the unit.
- 3 The above witness [REDACTED] was placed by the Western Health and Social Services Board in Tara Lodge in September 1983 following a period in St Patrick's training school where he had been sent by the Court as a consequence of his history of sexual activities with young female children in his previous care placements. He was subsequently made the subject of a probation order which remained in force for some time after he had discharged himself from Tara Lodge in March 1985.
- 4 On 22 December 1983 (SND 4624) I wrote to the Board expressing the concern of staff about a relationship between the witness and another resident, [REDACTED] ^{SND 33}. Both boys had a history of sexual offences, although in the case of [REDACTED] ^{SND 33}, this was against young boys. The normal procedure in such circumstances was to increase staff supervision and vigilance to minimise the opportunity for any untoward incidents to occur. A review paper prepared by a member of Tara Lodge staff [REDACTED] ^{TL 12} (SND 4600) for a LAC review on 9 November 1984 indicated no further concerns about this relationship (SND-4602).
- 5 On 18 June 1985, I filed an incident report (SND 4593) regarding a disclosure made by a resident of the hostel, [REDACTED] ^{SND 35} on 13 June 1985. [REDACTED] ^{SND 35} stated that he had been involved in homosexual activities in the hostel with [REDACTED] ^{SND 33} and the witness, who by this time had left the hostel approximately 2.5 months previously. All three boys had been previously in the care of Termonbacca Children's home.
- 6 Respective Boards, the DHSS and probation services were contacted (SND 4594). An initial case conference was convened on 25 June at which the statutory authorities responsible for the boys were present. The 3 boys were each charged with gross indecency (SND 4740).
- 7 Barnardo's commissioned an independent inspection/review of the unit. The recommendations of the review, which to the best of my recall was generally very favourable, resulted in changes to the operation of the unit and the monitoring of young people by staff.
- 8 Following a number of adjournments by the court, the charges against the boys were withdrawn in February 1986 (SND 4746).

HILARY R HARRISON

DEPARTMENT OF HEALTH SOCIAL SERVICES AND PUBLIC SAFETY**Hilary R Harrison Personal Information****Additional information**

1. Page 5 of the January 2014 statement refers.

In addition to the professional career information submitted to the HIAI in respect of the January 2014 statement, the HIAI may wish to note that I am referenced briefly under my previous name, Hilary Reid, in part of the historical evidence documentation provided to the Inquiry. An outline of the references and circumstances in which these occurred is provided at Annex A.

Question I – Involvement of the Department and its predecessors in the operation of the Termonbacca and Nazareth House homes.**Additional information - registration of children's homes**

1. Paragraphs 6-9 of the January 2014 statement refer.
2. The DHSS undertook a review of the registration of voluntary children's homes in 1985. As part of that process, management committees were required to submit to the DHSS substantial factual information regarding the operation of the home, following consideration of which the DHSS confirmed the registration of each home. This information was separate from the annual monitoring statement already supplied to the Department by each home (SND 9150).

Additional information – capital grants

3. Paragraph 11 of the January 2014 statement refers.
4. The Department is now able to confirm that between 1958 and 1985, grants totaling £63,387.50 from the MOHA and DHSS were provided to Termonbacca children's home (SND 6142). £800 of this amount was subject to a 40 year undertaking from 1958 and remaining monies were subject to a similar undertaking from 1975. When the home closed in May 1982, a sum of £52,614.67 owing to the DHSS (as a consequence of the home being unable to fulfill its undertaking to remain in operation for the required time period) was transferred to Nazareth House.
5. The Department does not hold any further information in relation to MOHA/DHSS grants made to Nazareth House prior to 1982. Evidence provided to the HIAI, however, indicates that a DHSS grant was made to Nazareth House in 1982 (SND 9159 - amount not specified); in 1989 the home received £13,689 (SND 9157); and in 1990, £19,500 was provided for

replacement windows and £5250 towards alterations to children's bedrooms (SND 9160).

6. It would appear that the above grants were for major capital works and subject to an undertaking by the respective homes. Other MOHA/DHSS financial aid which was not subject to an undertaking may have been made available to Termonbacca and Nazareth House. For example, in her second statement (undated), Sr Brenda McCall refers to grant aid being provided by the MOHA in the consecutive years 1971 – 1973 (SND 13947).
7. It is also noted from the evidence obtained by the HIAI that during the period 1948 to 1972 when welfare authorities held statutory responsibility for children's services, small grants were made by the Londonderry Welfare Committee to Nazareth House and Termonbacca children's homes in addition to maintenance charges payable in respect of individual children (Examples SND 5805; 5837; 6071; 13725; 13815; HIA 1628).

Additional information – staff training

8. Paragraph 11 of the January 2014 statement refers.
9. With reference to paragraph 11 of the January 2014 statement, MOHA correspondence in 1954 to Tyrone County Welfare Authority indicates that staff from Nazareth House and Termonbacca attended Home Office refresher courses (SND 7459). It would also appear that in 1995 at least 4 students from Nazareth House children's home had participated in the employment based professional social work training programme (SND 8112).
10. In addition, inspection reports for the period 1986-1995 refer to staff from Nazareth House having attended training courses run by the WHSSB.

Question II – Inspection responsibilities in relation to Termonbacca and Nazareth House

Additional information – conduct of inspections

11. Paragraphs 21-30 of the January 2014 statement refer.
12. In relation to inspections during the 1950s and possibly well into the 1960s, reports by MOHA inspectors were confidential to the Ministry. These reports were allegedly regarded by the Courts as privileged documents and were not shared with the home inspected. Where a matter dealt with in an Inspector's report called for action by the administering authority of the home, the Inspector was to follow this up with the authority and report results to the Ministry. Only in the event of failure of the Inspector's efforts or in the case of

issue that could not be dealt with locally, would the Ministry pursue the matter officially. With the exception of the latter cases, the MOHA directed that *“it should not normally be necessary to make any communication to the authority concerned following inspection of a home or school by a Ministry Inspector.”* (HIA 2097).

13. The Department is not presently able to ascertain exactly when inspection reports began to be shared with homes' authorities. The January 2014 statement reported that the 1986 Hughes Inquiry had noted *“with satisfaction that SWAG reports are now made available to the Boards and voluntary organisations whereas previously they were treated as confidential to the Department”*. Reports were, however, already being shared with voluntary homes' authorities by the time the new monitoring arrangements had been established in 1983 (see paragraph 51 of the January 2014 statement).

Additional information – inspections of Termonbacca and Nazareth House Children's Homes

14. A report completed by an MOHA children's inspector in 1953 gave “brief summary impressions of voluntary children's homes”. A very unfavourable appraisal of life for the children in 4 Roman Catholic homes was presented. These included the Termonbacca and Nazareth House children's homes. The report concluded *“we must press for a complete overhaul of the set-up of these homes and assist them in every way possible”* (HIA 1464). The report suggests a degree of familiarity on the part of the inspector with the homes but it is not known whether this was gained through inspection or other forms of contact. In view of the confidentiality policy pertaining to inspection reports, it is also not known whether such concerns were shared with the homes (see paragraph 12 above).
15. Documentation made available to the Department by the HIAI appears to confirm that an MOHA joint inspection of Termonbacca by a children's inspector and a medical officer took place in 1959 (SND 5833). A report dated 1960 (SND 6174) relates to a “visit” to Termonbacca by an MOHA children's inspector. It is not possible to tell whether this was an official inspection. The report comments briefly on: the number and age of children in residence; the qualifications of some of the staff; the number of staff in the nursery section; the state of the premises; what the children were doing at the time of the visit and their clothing. The inspector also commented on discharge and after-care arrangements and compliance with section 103 of the 1950 Act. Whilst the report is brief and superficial by today's standards, it is probably typical of its day.

16. No further reports exist regarding inspections of Termonbacca. The second witness statement of Sr Brenda McCall, however, under the heading 'Annual inspections' (SND 13946) records 'visits' having taken place by MOHA/DHSS inspectors in 1950; 1957; 1961; 1962; 1963; 1964; 1967; 1968; 1969; 1970; 1971; 1972 (2 visits); 1973; 1974; 1975; and 1976. Some of these dates are confirmed in the "Selection of notes from the foundation book" (SND 5678). It is not possible to tell whether all such visits were intended solely for the purpose of inspection, but the frequency of the contacts would suggest that the MOHA and the DHSS were familiar with the Termonbacca home. It is also noted that, on a number of occasions, children's inspectors were accompanied by MOHA medical officers. This appears to reflect a policy during the early 1950s that such joint inspections would take place (HIA 1465).
17. With reference to early inspections/visits by MOHA children's inspectors to Nazareth House, these appear to have taken place at least in 1955 (SND 9221); 1960 (SND 9211) and 1961 (SND 9210). The records of these inspections indicate a similar style of reporting to that noted above (paragraph 15) with no obvious improvement in the rigour of the inspection process – see paragraph 33 of the January 2014 statement.
18. The evidence submitted to the HIAI includes reports of SWAG and (from late 1986), SSI inspections of Nazareth House which took place in 1983 and 1986¹ and in each successive year from 1987 to 1994². It should be noted that standards for inspection were not developed by SWAG until 1986 (see paragraph 35 of the January 2014 statement), therefore the 1983 inspection did not contain the breadth of information contained in subsequent inspections of the home.
19. The following matters noted from a brief review of the Nazareth House inspection reports and their recommendations may be of relevance to the HIAI:
 - with the exception of the 1983 report, each inspection report refers to the Inspector having met with a number of children resident in the home to ascertain their views about their care;
 - recommendations regarding staffing levels, staff structures and deployment of staff were made in: 1983, 1986; 1989; 1991; 1992; and 1993;
 - the need for more adequate staff supervision/professional support arrangements were recommended in 1983;1986; 1989; 1991; 1992; 1994 and 1995;

¹ 1983 – SND 9977; 1986 – SND 10004

² 1987 – SND 9588; 1988 – SND 9610; 1989 – SND 9625; 1990 – SND 9714; 1991 – SND 9743; 1992 – SND 9775; 1993 – SND 9830; 1994 – SND 9889; 1995 SND - 9921

- inadequate funding of the home was commented upon in 1983; 1990; and 1995;
- The home was not in full compliance with monthly visits by the administering authority in 1987; 1988; and 1989;
- Issues to do with the children's complaints procedure to be addressed 1990; 1992; 1993; 1994; and 1995.

20. Relevant recommendations of the 1994 inspection have already been considered in paragraph 15 of the January 2014 statement. Of the inspection reports reviewed, however, the 1993 SSI inspection report is the only one to have highlighted within its recommendations, issues to do with the management of child abuse, in this case, sexualized behaviour and peer abuse in the form of bullying. In the absence of comparator inspection reports of other voluntary and statutory children's homes, however, it is not possible to determine whether these issues and the matters outlined above featured to a greater or lesser extent in the Nazareth House Home.

21. In addition to the formal annual inspection programme established by SSI from 1986, Inspectors were also required to make and report on 2 annual unannounced visits to each home. These visits were reported upon separately. The Department does not presently appear to hold the records of these visits. With reference to the issue of child abuse, however, it should be noted that in the absence of a directly reported concern by a child, his/her family member, staff or other person; or a direct observation by an Inspector, it would be difficult for a visiting Inspector to determine whether abuse was taking place in a children's home. In order, however, to cover all aspects of the home's functioning which might assist in the identification of abuse or vulnerable practice, the SSI endeavoured within its inspection procedures and standards framework to ensure that:

- all relevant persons inside and outside the home (including children and parents) were aware that an inspection was taking place and could provide oral/written comment and approach Inspectors directly;
- children were met in the absence of staff;
- representative staff members at each level of responsibility were interviewed regarding such matters as communication within the home and reporting issues of concern;
- consideration was given to whether there were any "vulnerabilities or vulnerable practices" in the home, for example in matters to do with staff recruitment; staff ratios; staff-child relationships (including matters such as staff taking children to their [staff] homes; children not having easy access to outside contacts etc);
- unannounced visits took place at irregular times and intervals;

- records were examined, particularly in relation to daily diaries; untoward incidents and monthly monitoring reports;
- the culture of the home was appraised e.g. as to whether it was one of openness and easy communication between staff and children.

Question IV – Departmental responsibility for ensuring suitability of staff

Additional information – role of the Department in training

22. Paragraphs 54-59 of the January 2014 statement refer.
23. It should be noted that in addition to seconding staff to undertake professional social work training, the Department's provisions to establish a suitably trained and competent workforce have included the awarding of bursaries and other secondments relevant to social work; the financial support of student units; research training studentships and the attendance of staff at short courses (example - HIA 4707).

Additional information – enhanced role of residential social workers

24. Paragraph 60 of the January 2014 statement refers.
25. It was originally envisaged that the enhanced role of residential social workers would include adoption and fostering assessments and community work. As noted in the January 2014 statement, this was never realized. However, a “primary worker” concept, which subsequently became the “key worker” system was introduced from 1986 onwards, whereby each child in residential care had an allocated worker, responsible for co-coordinating the child’s care. Key workers prepare review reports, liaise with field social workers, schools and community contacts, including the child’s family and where possible try to establish a special rapport with the child. This was intended to foster a relationship of trust which would enable the child to feel confident about disclosing any issues of concern about his/her care.

Question VII - Departmental responsibility in relation to funding

Additional information

26. Paragraphs 76-87 of the January 2014 statement refer.
27. An MOHA memorandum (H.A.15/10/50 – 3/58) for the guidance of voluntary organisations applying for a grant under section 118(1) of the 1950 Act (SND 5814) reflected a prevailing expectation at the time that voluntary homes should be self financing. With reference to grants for improving premises and equipment or for securing qualified staff, the memorandum stated:

“The Ministry does not intend that these grants should weaken voluntary effort by taking the place of voluntary donations and endowments, and it is thought the larger organisations will have adequate income from such sources to meet their requirements. Where for example, an application is made in respect of one of a number of homes run by a voluntary organisation, the resources of the organisation as a whole will be taken into consideration”. (SND 5814 paragraph 2).

28. The expectation that voluntary homes should be financially self-sufficient only began to change when greater numbers of children were placed in the homes by welfare authorities during the 1960s and subsequently from 1972, by Boards. Per capita rates payable for children placed by Boards gradually increased throughout the 1970s and early 1980s as a proportion of the costs of running and maintaining voluntary children’s homes. However, in some cases this fell below what was deemed by the DHSS to be a reasonable level of support. An example of this is evidenced by an internal SSI minute in 1984 (SND 14510) from a Social Services Inspector who had inspected Nazareth House in which he requested a senior SSI Inspector to raise with the WHSSB the matter of the low per capita rates payable to the home. The DHSS’s concern about financing and the wider future of voluntary sector provision led to the issue in January 1985 of a paper entitled “The Statutory/Voluntary Relationship in the Provision of Residential Child Care”. The main matters addressed by this paper (see SND 9148) included:

- the changing nature of child care;
- the effective use of resources and the extent of under use of available places in residential facilities both in the present and in the future;
- voluntary sector participation in planning;
- arrangements for professional support of the voluntary sector;
- the financial position of voluntary homes;
- the availability of information about standards of care in voluntary homes;
- responsibility for registration and monitoring of voluntary homes.

29. The DHSS required that Board and voluntary agency representatives in each area should work together to produce joint reports on the way forward. The issue of financing was not easily agreed or resolved, as evidenced by a paper entitled “Financing Voluntary Sector Children’s Homes (HIA 5391) produced by the Eastern Health and Social Services Board (EHSSB). The matter was eventually brought before the Board’s joint Health and Personal Social Services Committee, which in 1988 determined that it “would wish the homes to agree the principle that they should assist financially with the maintenance of the children by contributing towards the running costs of the home,” (HIA 5390).

30. Following the publication of the Hughes Inquiry Report, the Department secured £1million in 1987/88 for the implementation of the Hughes recommendations, principally recommendation 6. As already noted, this recommendation promoted the restructuring of residential child care services by widening the role of residential staff and linking the enhanced role to improvements in levels of pay on a par with fieldwork staff. All of these monies bar £175,000 were allocated – other pressures on HPSS resources absorbed the latter. £275,000 was to go towards enabling Boards to increase their contribution to running costs of voluntary children's homes (HIA 5367).
31. With specific reference to Nazareth House, correspondence dated 7 May 1987 from an SSI Inspector to the WHSSB indicated that non-recurring monies would be available from the Department to reduce deficit funding by Boards of voluntary homes. £65,000 was made available to the WHSSB for Nazareth House children's home. The Department also, for the same year, increased the Board's revenue funding by £50,000 per annum to enable increased maintenance payments to the home (SND 14536 and SND 7232). For the year 1988/89, the WHSSB received a further revenue uplift of £80,000 for the implementation of the Hughes report. In November 1991, the revenue allocations for the four Boards were again increased by £1.068 million on a recurrent basis for the implementation of the Hughes Report recommendations, which included an allocation to the voluntary sector as follows:
- Northern HSS Board - £116,000
 - Eastern HSS Board - £650,000
 - Southern HSS Board - £130,000
 - Western HSS Board - £172,000
32. However, it is noted that the comparatively low financing of Nazareth House appears to have continued to be a matter of urgent concern, which in 1992 led to the Chief Inspector SSI bringing this to the attention of the WHSSB (HIA 5822).

Question VIII – Department's role in relation to complaints**Additional information**

33. Paragraph 89 and 97 of the January 2014 statement refer.
34. It should be noted that whilst the DHSS issued the complaints procedures guidance in 1985, complaints procedures were not implemented in HSS Boards' children's homes until 1991/92 due to concerns on the part of staff representative bodies about the potential for malicious use of the procedures and related matters. The Department understands, however, that by 1985 the

procedures were fully implemented in each of the voluntary homes in Northern Ireland.

35. Although a formal complaints system for children in care was not in place prior to 1985 (and in the case of Boards' homes, 1991/2 – see paragraph 34), the review of children in care procedures should have provided children with some opportunity to voice concerns about any matters affecting them. The Eastern HSS Board was the first to introduce in 1977, a 6-monthly review process for each child in its care and by 1978, the remaining Boards were implementing a child in care review policy³. The review process initially had the aim of bringing together professionals and other staff involved in the child's care to assist more cohesive care planning. Although children and parents were not invited to participate in the early years, there was an expectation that social workers and residential staff would specifically seek the child's views (and those of parents/family) regarding all aspects of his/her care with a view to representing and considering these within the process. As the procedures developed, children and parents were invited to be present and participate in part of the review and by the mid 1980s this was standard practice in all Board and voluntary homes. Spending time alone with the child, helping him/her to express views in writing or orally and preparing the child for the review became an essential part of the key worker role (see paragraph 25 above) and a specific focus of the child's field social worker.
36. The child in care review and formal complaints/representations processes were placed on a statutory footing by the Review of Children's Cases Regulations (NI) 1996 and the Representations Procedure (Children) Regulations (NI) 1996 made under the Children (NI) Order 1995.

Question IX – Any other relevant matters arising from the witness statements

Additional information – number of witnesses

37. Paragraphs 99 and 100 of the January 2014 statement refer.
38. The January 2014 statement refers to the Expert Panel having reviewed the witness statements of 8 former residents of Nazareth House and 22 former residents of Termonbacca. Several additional witness statements of former residents of these homes are now available. The Department has not undertaken any further formal review as the themes emerging in these additional statements are similar to those already presented in paragraphs 99 to 108 of the January 2014 statement.

Additional information – child abuse including peer abuse

³ The Department understands that the Western HSS Board had a 3 monthly review policy

39. A pervading theme throughout the witness statements examined so far by the Department is the issue of child abuse by staff, other adults and peers; in particular, child sexual abuse. The Department felt it would be helpful to briefly refer the HIAI to guidance and other initiatives by the Department during the period in question.
40. Following the 1974 report on the death of [REDACTED] in England, the first DHSS circular on non-accidental injury to children was issued in 1975. This focused on physical abuse only, but it instructed that Boards set up a central record of information in each area which would be essential to communication between each of the disciplines involved in the management of cases. A case conference was recommended in each case of suspected non-accidental injury to a child.
41. A second circular entitled "Child Abuse" was issued by the DHSS in 1978 reinforcing and developing the previous guidance on the detection and management of abuse. This circular also stressed the need for "vigilance in detecting cases of emotional or mental abuse" and strengthened the guidance on case conferences and registers. Sexual abuse did not feature as a consideration in either of these circulars. A circular on "Violence to Children" was also issued in 1978, which highlighted the involvement of many agencies in non-accidental injury cases and recommended the establishment of an "enquiry register" to record all requests for information.
42. A Child Abuse Group (CAG) established by the Department between 1975 and 1981 produced the above circulars in addition to other related documentation. In 1980 discussions took place about the need for revised guidance (SND 1471), in particular following the receipt of the EHSSB commissioned report "Concern for Children" (1980) which considered the circumstances surrounding the death of a child, [REDACTED]. The CAG was re-established in 1986 with a view *inter alia* to examining the adequacy of the Department's current guidance and producing revised guidance (HIA 4526). The Group also noted that although Boards had been providing the DHSS with statistics on child abuse since 1975, separate figures on child sex abuse were not provided until the end of 1984 (HIA 4509). It would appear that in the absence of Departmental guidance on this issue, 3 Boards had themselves produced procedural guidance booklets for staff which included definitions of child sexual abuse (HIA 4510).
43. The "Co-operating to Protect Children" guidance was produced in December 1989 (the 1989 Guidance) as a result of a multidisciplinary examination of earlier guidance by the CAG. This reflected in many respects "Child Abuse: Working Together" issued jointly in England and Wales in 1988 by the Department of Health and Social Security and the Welsh Office. The guidance

provided, for the first time, definitions of the various forms of abuse, including sexual abuse. The roles of various professions and agencies were clarified and details provided on how individual cases should be handled, including the necessity of calling case conferences. Multidisciplinary training was also established by each Board, to which voluntary sector agencies were invited free of charge. The DHSS provided additional finances for child protection training and resourcing, prior to the issue of the guidance and in subsequent years. The Department is not presently able to identify all of the additional finances made available in each year but documentation provided by the Department's Strategic Financial Planning Unit has confirmed that the following total child protection allocations were made across the 4 Boards:

- 1988/89 £40,000
- 1989/90 £85,000
- 1991- March 1993 – no figures presently available
- 1993/94 £1,809,000

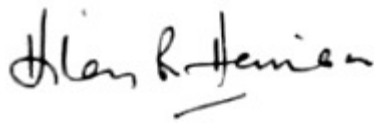
44. The 1989 Guidance also led to the establishment by Boards of Area Child Protection Committees (ACPCs), whose initial task was to produce procedural guidance for all agencies involved. Although the 1989 Guidance and the ACPC guidance dealt with child abuse by adult perpetrators, it was not until the early 1990s that sexual abuse of children by other children, in particular within institutional settings began to be identified as a prevalent issue which until then had largely gone unrecognised. The identification in 1990 of peer abuse within one of the Western HSS Board's homes led the Board to set up a review to identify *inter alia* the lessons learned and the implications for training, multidisciplinary working and resources. The review team reported in 1991 and copy of the report was forwarded to the DHSS (SND 16589). In the same year, a Committee of Enquiry was established, funded by the National Children's Homes⁴, to consider the issue of children and young people under the age of 18 who sexually abuse other children.
45. The Enquiry report was published in 1992⁵ and the Chair of the Enquiry was a speaker at a symposium in 1992, hosted by the WHSSB and the Social Services Inspectorate on Peer Abuse (SND 16738). Departmental representatives who spoke at the symposium referred to policy objectives for child protection set out in the DHSS Regional Strategy for the Health and Social Services 1992-97 which included an objective that "*Boards should start work to secure in the longer term, access to evaluated treatment programmes for child and adolescent abusers aimed at containing and if possible reducing*

⁴ Now called 'Action for Children'.

⁵ The Report of the Committee of Enquiry into Children and Young People who Sexually Abuse Other Children. 1992. NCH

such behaviour" (SND 16753). The Department is aware that at least one such programme had by 1992 already been operating for a number of years in the Eastern HSS Board's area.

46. Guidance under the Children (NI) Order 1995 was published in 1996. Volume 4 of the guidance "Residential Care"⁶ and Volume 6 "Cooperating to Protect Children"⁷ both dealt with the issue of abuse of children in residential care by other children. The former provides more comprehensive detail and is now to be read in conjunction with "Co-operating to Safeguard Children"⁸ which was issued in 2003 and is the Department's current child protection guidance.



Signed:

Dr Hilary R Harrison

Date: 01 May 2014

⁶ Children Order Guidance and Regulations Volume 4 "Residential Care" Chapter 8 (1996) The Stationery Office

⁷ Children Order Guidance and Regulations Volume 6 "Cooperating to Protect Children" Part 9 (1996) The Stationery Office .

⁸ "Co-operating to Safeguard Children" (2003) DHSSPS

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Name and Address *Adam House, Kincubbin, Co. Down*

Telephone No.

Under the auspices of *De La Salle Brothers, Milltown, Belfast*

Kincubbin 236

Superintendent
(state qualifications) *Brother*

BR 12

Deputy
(state qualifications) *Brother*

(Principal of Primary School)

BR 17

Staff (children's)
(state qualifications) *5 De La Salle Brothers*

(domestic) *1 Cook, 2 maids*

Total number of beds available *36 (44 in main house + 12 in servants' house)*

Statistics (at date of visit)

	Under 2	2 & Under 5	5 & Under 16		16 & Under 18	18 and over
			At school	Not at school		
Boys <i>48</i>			<i>46</i>	<i>2</i>		
Girls <i>.....</i>						

Visited by

Mr. Simpson & Wright

W.N. or N.N.

Without Notice

Date

17/5/55

- (1) (a) Conditions of Admission *3 Boys over 14 years of age who have been in Hospital there, Belfast. 3 Boys of school age in care of Welfare Authorities. 3 Any deserving cases.*
- (b) Fees charged (if any) *\$ 3-0-0 per week. \$ 3 10*
- (c) Treatment on Admission *A medical certificate is required from the boy's own doctor before admission. All children are medically examined by Dr. Graham, Kincubbin, shortly after arrival.*
- (2) Clothing *A stock of clothing is maintained & when necessary articles are bought for individual children.*
- (3) Diet (Normal meals and times)

Breakfast 8 a.m.

Lunch 12.30 p.m.

Tea 4.0 p.m.

Supper 6.0 p.m.

A diet book is maintained.

We did not see the diet book when inspecting the kitchen, as owing to the holiday the book responsible was off duty.

(4) Accommodation for staff

- (a) Day rooms 1 Dining Room.
- (b) Sleeping 5 bedrooms.
- (c) Bathrooms One.

Kitchen premises and cooking facilities

Kitchen with adjoining adequate pantry space is in a semi-basement, it contains a ~~four~~ ^{gas} stove range for cooking. There is a small laundry fitted with a Lindt washing machine.

Accommodation for children

- (a) Day rooms 1 Play room (dormitory main building + 4 chess rooms in the new school).
- (b) Sleeping 7 dormitories.
- (c) Isolation One.
- (d) For Meals 1 Dining room (semi-basement).
- (e) Lavatories, bath, cloakrooms
6, W.C.s, 14 urinals, 12 showers, 1 bath, 50 wash hand basins, 1 cloak room.

(5) Fire escape and appliances

3 fire escapes.

(6) Amenities - (Lockers, Cutlery, Tablecloths, Flowers, etc.)

Each boy has a bed with locker, cutlery is good, some nice tipped tables are in use. There is a large garden attached to this home.

(7) Education

Boys attend the newly built primary school in the grounds. There are special classes in wood work, gardening, & automobile engineering. It is proposed to have a separate class for some 20 of the boys who require education in a special school.

(8) Nature of employment and Working Hours

All boys make their own beds, set the tables, and help to serve the meals.

(9) Pocket money

All are given 8/- per week pocket money & by doing extra jobs boys may earn an extra 2/- per week.

(10) Freedom

The boys are free to amuse themselves in the extensive grounds attached to this home & frequently go for rambles & hunting expeditions through the fields with the dogs. Older boys may go to Kiscubbin for messages.

(11) Reading Books, Magazines, and Indoor Games

A small library is available for the use of the boys. Comics to the value of 2/6 are purchased each week. Indoor games are well provided for & include table tennis, billiards & quoits.

Name of Home Rubow House, Knebworth, Co. Down.

Date 19/5/55

(12) Recreation (Outdoor), Voluntary Organisations, and Outings

The spacious grounds surrounding this Home provide ample opportunity for outdoor activity. There is a football & hockey field, football being arranged with other local schools. In the summer the boys play rounders & have swimming in the lake on the estate. All are taken to Glenariff for summer holidays.

(13) Religion - Denomination and Observance

Re - Boys attend services in the Chapel in the Home.

(14) Discipline (including corporal punishment, if any)

Good - only occasionally has corporal punishment been inflicted.

(15) Medical Attendance

No punishment has been recorded this year.
The school medical officer responsible for the care of the boys is Dr. Graham, by Scott, Divisional Medical Officer, Co. Down Health Authority, visits the Home frequently & is responsible for the routine medical examination of the boys.
(Is there a First Aid box?) Yes.

Dental Attendance Seen by school dental officer, at mobile dental clinic.

(16) Visiting Committee

There is a Board of management but no visiting Committee.

(17) Visits from Relatives and Letters

As this Home is difficult to reach by rail & bus, no set visiting days are adhered to. All boys may write & receive letters. Quite a number go home for holidays.

(18) General Tone

This is a very happy atmosphere in this Home & the relationship between the staff & the boys is excellent. On Ascension Thursday when we called there was a school holiday. Some boys were playing football & others were enjoying the novelty of the new billiard table. It was a warm sunny day & late in the afternoon we saw the boys at leisure on the large field in front of the house. There many of them had little garden plots of their own design & they were delighted to show us how their plants were growing. All were happy responsive children, & without exception looked healthy & well nourished.

(19) Normal Method of Disposal

Returned to parents.

Placed in employment.

A welfare officer has now been appointed & it is hoped that he will arrange for the Boarding Out of some of these boys.

(20) After-Care

is busy, mostly appointed welfare officer.

(21) Statutory Records

Admission Register

Log book.

Dut book (not seen)

Disc Record.

Medical Record Cards.

All statutory records seen were satisfactorily maintained.

(22) General Remarks (including information carried over from above)

Rubane is a beautiful Home situated in 200 acres of land. Use is also made of the sports house to accommodate the boys & a new school has recently been built for them adjacent to the main house. There are extensive farm buildings. The holding is well stocked & those boys interested in this type of work can receive an excellent training in all branches of farming.

There were several ancient automobiles in evidence & we gathered that boys interested in motor mechanics have great fun with these & have recently compiled a motoros from the various wrecks. We were impressed by the lively activity open to the boys. They have plenty of freedom in the grounds and were enjoying life to the full on the day of our visit. Mr Wright personally knows a number of the boys who have been placed in employment from this Home, all were interested in this work & anxious to do well. It is evident that this training has been a good preparation for life. Many old boys return for week-ends. There is a cheerful atmosphere at Rubane & the Home is well kept.

Signed

H. Wright
Normant/Burnham.

Date

19/5/55.

Reference

T. 165

Ministry of Home Affairs,
Stormont, Belfast.

D/P.C.
Miss Miller

De La Salle Boys' Home, Rubane.

On the 3rd October Dr. Simpson and I visited Rubane House, Kircubbin, Co. Down.

There were 65 boys in residence. Twenty-four are the financial responsibility of Welfare Authorities and two the financial responsibility of the Special Care Authority. The school was on holiday for potato digging and the boys were helping to gather potatoes in the fields. We saw them later coming in for lunch. They all appeared happy and in good health.

The present staff at the Home is Brother **BR 17** the Director, who is also Principal of the school, Brother **BR 12**, the Sub-Director, one Prefect, one Housemaster, a Secretary and two Primary Schoolteachers. Brother **BR 17** told me that he is now better satisfied with the housekeeping and domestic arrangements at the Home. There is a full-time daily cook and two non-resident domestics.

Brother **BR 17** has had a considerable amount of improvements carried out during his term of office. The kitchen had been redecorated and a new Aga cooker provided. It is hoped to have the dining-room redecorated as soon as possible. It has also been necessary to replace the roof in the Chapel owing to dry rot. A new office has been erected adjacent to the school building as the former office was required as sleeping accommodation for one of the Brothers.

There are now four dormitories (three with six beds and one with nine beds) in the Steward's House, which has been in use since 1953. Two W.C.s are available for night use, but all boys wash and bath in the cloakroom of the main building. The Chaplain also has his quarters in the Steward's House and two Brothers reside there at night. This leaves a total of 27 beds in the Steward's House, plus 44 beds already approved of in the main building - a total of 71 beds at Rubane Children's Home.

Outdoor play activity at this Home has greatly improved with the provision of a concrete yard between the school and the main building where tennis, basket-ball and rounders are played. There is also a good variety of indoor activity (T.V., radiogram, tape-recorder, billiards, table-tennis). Films are shown weekly and next winter Brother **BR 17** hopes to introduce "boat making" which he feels should prove attractive to boys of this age. One of the main difficulties at this Home is the lack of indoor play space and the Management Committee are at present considering the possibility of extension or the provision of two cottage homes in the grounds.

A teacher has now been appointed for the Special Class at the Primary School. Brother **BR 17**, however, would like to have Rubane registered as an Intermediate School, as he feels that this would give the boys a more practical education and leave them better equipped for jobs on discharge. The Director informed us that he had now reached a satisfactory arrangement with the County Council regarding the water supply to Rubane. The Fire Authority have agreed that a 3" pipe will be sufficient for their needs and the Education Authority are to make a grant of 65% to bring the water supply as far as the school building.

/As

This has been
of urgency (see
from St. John's
at 10.10.53)

WAS Ltd
529124
REGIMERS
CODE 1873

Enc: L.H. Lee
2777/1954

STORMONT,
BELFAST
HIA-1586 2240

31st December, 1954

Personal

Dear Freer,

I am sending you back your file about the inspection of the voluntary organisations, with just a note to say that I would be delighted to discuss it with you any time that would be convenient, but in the meantime for your private information, you might like to know what my impressions are, for what they are worth, which I don't say is very much.

But if you would like me to speak without putting a tooth in it, I would say that I wholeheartedly agree with your minute to your staff on the subject, and I disagree equally wholeheartedly with the action that they took on your minute.

I think they took you up completely wrongly, and that they have gone much too far, and made much too heavy weather out of the whole business.

I did a lot of this sort of thing when I was on the outdoor staff of the Local Government Board, and the essential character of it was that we did not lay claim to any rights to inspection at all, but acted on the assumption that the parties concerned would take it as a kind of pretty compliment on our part that we called in and that it gave them a useful opportunity of telling us what magnificent people they were. In these sort of cases the Board used never to write to the body concerned and say that their inspectors would call, but they would mention to me that there were certain places that they would like me to have a look in on occasionally, and I would then go along and introduce myself and say that we were of course mildly interested in the whole affair because we had a sort of responsibility in the matter, and that I just dropped in to make myself known to them. And with a little more guff of this kind they invariably insisted on taking me all round the damn place and offering either tea or excisable liquor as might be appropriate in the circumstances. The same sort of thing applied to the medical inspectors, and I have clear recollections of going round some frightful institution for the blind in Cork with Berry, who was the Medical Inspector for that district, on

/more

more than one occasion. The theory in this place was that as all the inmates were blind there was no particular object in lighting the passages and staircases, and Berry and I on this visit nearly broke our necks half a dozen times. It was a kind of standing jest with us.

From the purely official point of view I would think it a bad thing to introduce the official element. I think the Ministry is rather in the position of an architect or engineer who is in charge of some building in course of construction when a tempest arises; if he goes down and gives his contractor instructions as to what he is to do in the way of taking precautions against the damn place being blown down, then if it is blown down he is responsible; whereas if he keeps well away and does no more than ring up the contractor on the telephone and exchange a little light persiflage on the subject, then if the place is blown down the responsibility is entirely the contractor's and the engineer need only say "Hard luck, old boy!" In other words, I think if a Government Department has any hand in paying grant it ought to display a reasonable interest in how the place is run, but unless there is a definite responsibility on them for ensuring that it is managed in the best and most economical way possible I don't think they ought to undertake this responsibility.

I imagine these are exactly your views on the subject.

However, in the present case, what has been done has been done, and so if I were the responsible person (which thank God I am not) I think my inclination would be just to see that we did not get more deeply involved than we are at the moment.

I haven't read every word of the file, but I think I have picked up the general effect of it all.

Yours sincerely,

A.R.

L. G. P. Freer, Esq., C.B.E.

Reference _____

20. St. Joseph's Home:- Very institutional, but boys do get out
 Termonbacca, to school, younger ones to Nazareth
 Derry. House, older ones to Christian Brothers.
 (Nazareth Home) Short of staff; short of play equipment.
21. Nazareth House:- Best play equipment of any of the 4
 Derry. Nazareth Homes, at any rate for toddlers.
 Still very institutional.
22. Portadown Babies Home ^{especially}

The children in these 4 Homes have nothing like a normal upbringing. They must feel unloved as it is just not possible for the number of staff to show affection to such large numbers of children. They can know little or nothing of the world outside, (as with one exception school is on the premises), and must be completely unprepared for it, either in character or knowledge. I find these Homes utterly depressing and it appals me to think that these hundreds of children are being reared in bleak lovelessness. This is not meant entirely as criticism of the staff, but their task is impossible. Some of them have, however, little idea of what a child's life should be. They have got used to their own institutional set-up. For example, when asked about the children going out, one replied "Oh yes, they go to the Circus at Christmas". If this is their sole contact with the world they must have a distorted idea of it! Even their "god-parent" scheme is unreal, as instead of getting ordinary folk somewhere near the children's own level to be "uncles and aunts" they have looked for business men who will give the boys jobs on leaving - regardless of whether the business is likely to suit the boy!

In short, I think we must press for complete overhaul of the whole set-up of these Homes, and assist them in every way possible

Kathleen B. Forrest
 (K.B. FORREST)

28th April, 1953.

Ministry of Home Affairs,
Stormont, Belfast.

D.P.G.

St. Joseph's Boys' Home, Terronbhacca, Co. Londonderry.

On the 23rd of July I visited St. Joseph's Boys' Home, Terronbhacca. There were 87 children in residence, fifteen from 2 to 5 years of age, twelve 3 to 5 years of age, and 60 of school age. Two boys [redacted] and [redacted], who are the responsibility of the Special Care Authority, attend the Day Centre, Northland Road. [redacted] SR 38 told me later that these boys were very difficult to deal with at times, and she thought their presence was detrimental to the welfare of the other children.

[redacted] SR 13 thinks it is probable that she will be transferred from Terronbhacca in August as she will then have completed six years in office. [redacted] SR 11 returned to Terronbhacca last September, having successfully completed the Home Office Residential Child Care Workers course for houseparents.

[redacted] SR 38 continues to be in charge of the Nursery group. She is at present assisted by three untrained Nursery Assistants. One [redacted] SND 401, is anxious to train as a Nursery Nurse. [redacted] SND 406, who holds a Northern Ireland Certificate in Child Care and who has assisted [redacted] SR 38 for a number of years, terminated her employment at the Home last November.

[redacted] SR 13 showed me over the premises. A considerable amount of redecoration has been carried out recently throughout the house. A new laundry is in the course of erection adjacent to the main building.

It was a sunny afternoon and all the children were out of doors. The older boys were playing football and the younger children were enjoying a variety of activities on the cement at the side of the house. Rev. Mother is disappointed that it has not been possible to have the playing fields levelled during her term of office. She paid tribute to the members of the farm committee and the wonderful assistance they had given her on all occasions. The St. Vincent de Paul had also been very helpful, coming to the Home in the evenings and taking the boys out from time to time. Most important of all they had undertaken the after-care supervision of all boys discharged from the Home. This supervision included boys returned to their own parents. Rev. Mother assured me that in all cases the Welfare Authority had been notified in accordance with Section 103 of the Children and Young Persons Act. Rev. Mother showed me clothing purchased recently for boys attending school - blazers and grey flannel trousers. This deviation from the clothing normal at this Home is a pleasant and commendable change.

I hope to re-visit St. Joseph's in September at [redacted] SR 11, who is responsible for the older boys, was absent at the time of my visit.

H.W.

9th August, 1960.

see above/nyff's
minute of 6/11/60
on 172. — X

Ministry of Home Affairs,
Stormont, Belfast.

D/PO

Nazareth House, Bishop Street, Londonderry.

On the 25th of July we visited Nazareth House, Bishop Street, Londonderry. There were 66 children in residence plus 74 girls who had been placed in foster homes for the summer holidays. Three girls attend Thornhill Secondary School.

We saw 32 children in the Nursery group, 28 from 2 to 5 years of age and four from 1 to 2 years of age. They were all attractive lively children enjoying an excellent variety of play material. Sister [REDACTED] Nursery Nurse, trained in Bristol, who is in charge of this group, has an excellent way with the children.

The dormitories and dining-room for this group have been most attractively decorated and there are now three groups of approximately ten children in each. A wardrobe has been provided for each child.

Sister SR 9 showed us over the building. The school meals kitchen and servery has just been completed and work on the new chapel is in progress.

The 34 older girls in the House are healthy and well cared for. Many of these children were being placed in holiday foster homes for the month of August.

X We inspected the statutory records. Fire drill is carried out regularly. The girls continue to enjoy a wide variety of leisure activities. Although inevitably a large institution every effort is being made to make Nazareth House as homely as possible for the girls in residence.

SW WMS
29th August, 1961.

Ministry of Home Affairs,
Stormont, Belfast.

D/FC

Nazareth House, Bishop Street, Londonderry.

On the 27th of September we visited Nazareth House, Bishop Street, Londonderry, and were shown over the premises by Sister SR 24. We also interviewed Sister SR 9 Principal of the Primary School. Rev. Mother had just left for her annual vacation.

There were 139 children in residence, 4 under two years of age, 32 in the Nursery Group (11 attending school), 98 of school age and 5 over school age. Five girls are the financial responsibility of Co. Londonderry Welfare Authority. The children under two years of age were accepted by Rev. Mother as an emergency measure, as they are members of families accommodated in other sections of the Home. While we think Rev. Mother had probably little option at the time in accepting the children, this Home is not suitable for the care of children under two years of age. When we discussed this with Sister SR 24 she said they hoped to be in a position to discharge these children quite soon.

The majority of the children in residence attend the Primary School in the Home. Two girls attend Thornhill Secondary School and one Londonderry Technical School. One girl obtained her Junior Certificate examination in June. Two residents are the responsibility of the Special Care Authority. We think it is imperative that [redacted] be removed. She still has to be kept in the Nursery Group and it is obvious that her presence is detrimental to the welfare of the other children in the Home.

The children appeared to be in good health and well cared for, apart from one girl confined to bed, who struck us as being singularly apathetic and unresponsive. We were assured that she had already been examined by the Medical Officer, who was keeping her under observation.

Sister SR 24 showed us over the premises, which were in good order and pleasantly decorated throughout. A new school-meals kitchen and servery is being erected adjacent to the dining room. Rev. Mother General during her visit to the Home last year had recommended the dividing of the older girls into three groups. One sitting-room has already been furnished in a room formerly used as a classroom and it is proposed to build two further sitting-rooms between the new meals-kitchen and the school. The sitting-room already provided is pleasantly decorated and furnished and is equipped with television and radio. We think the provision of two similar rooms will be a great benefit to the children. Work has commenced on the building of the new chapel.

A. We inspected the statutory records. We were concerned that fire drill is being not carried out. Sister said she was awaiting directions regarding this from the local fire officer. We advised her to contact him immediately regarding this matter and we intend to make a further enquiry about this within the next few weeks. The "events of importance" book shows that the girls have enjoyed numerous outings and films during the year. Sister SR 9 also informed us that it had been possible to arrange for all girls of school age to spend their summer holiday with private families.

Although this is a large institution, improvements continue to be carried out to make it as homely as possible for the children in residence.

Signed HW my/s

Date 2/10/60

In Confidence

REPORT
on
NAZARETH HOUSE
CHILDREN'S HOME
LONDONDERRY

Social Work Advisory Group
Department of Health and Social Services

8.0 COMPLAINTS PROCEDURE

- 8.1 The Complaints Procedure for Children in Residential Care and Their Parents, is operated within the home. As with other records there are 2 complaints books held ie one in each flat. Each only holds complaints made in the flat where it is kept. This is unnecessary and it is recommended that a single record of all complaints made in the home is maintained.
- 8.2 A boy in Flat 1 had complained to his social worker that he was assaulted on 17 July 1989 by a member of staff. This complaint was thoroughly investigated by the Western Health and Social Services Board. It was concluded that the boy's allegation could not be substantiated, therefore no further action was taken.
- 8.3 There were two complaints made in Flat 2, ie on 9/2/89 and 24/11/89. Both involved the head of unit. In the former case 3 children complained to their social workers that they had been slapped following disorderly behaviour in the flat. This was substantiated following investigation by the deputy officer in charge and the staff member involved was advised that "her action was not acceptable". In the second case a boy complained that he had been "tapped" on the head and this appears to have been confirmed by subsequent enquiries. Following this incident the principal social worker, Londonderry, Limavady and Strabane Unit of Management, wrote to the home, pointing out that such action contravened the Western Board's policy which states that corporal punishment should not be used on children in the Board's care. He also offered the services of his assistant principal social worker to assist with an in-house training course on the control and handling of children. It is recommended that this offer should be taken up by the management of the home.
- 8.4 It was reassuring to find that a complaints procedure appears to be working effectively within Nazareth House children's home. However, the Inspector was concerned that there have been 2 incidents over the past year involving the slapping of children by the head of unit in contravention of the home's policy. She leads a team of staff, many of whom are inexperienced and without training, who will be looking to her for guidance and example in the management of difficult situations involving the children. This situation points to the need for formal professional supervision of the heads of both flats to be instituted, preferably undertaken by an officer in charge with a full time commitment to the children's home and this is recommended.