

# **REPORT 1: THE SALVATION ARMY'S CHILD EMIGRATION POLICY, 1900-2014**

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## **ABSTRACT**

This is a report for the Scottish Child Abuse Inquiry addressing The Salvation Army's policies and procedures in respect of the migration of children whose care originated in Scotland, for the period 1 January 1900 to 17 December 2014. The Salvation Army did not have a specific policy for child migration from Scotland; hence this report reflects The Salvation Army's migration policies UK-wide within this period, which included Scottish children.

The information contained within this report has been taken from surviving records at The Salvation Army International Heritage Centre.

It contains information relating to the construction of The Salvation Army's migration policy including: the policy, aims of the policy, who compiled the policy, where the policy was recorded, when the policy was compiled and reviews and changes to the policy; and information relating to issues of information and consent including: assessment of suitability of where children were sent, child selection, provision of information to children and parents – before and after migration, consent of child/parent/external authorities and responding to requests for information from former child migrants.

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## INTRODUCTION

In 1903 The Salvation Army's Emigration-Colonisation Department was established under Colonel David Lamb, who remained in charge of emigration affairs until 1929. In the Edwardian period, The Salvation Army specialized in assisted passages for five 'classes' of people, two of which were under-18: 'boys in danger of drifting into blind-alley occupations; and young children with poor prospects'.

Migration from Britain was curtailed at the beginning of the First World War, but in 1916 General Booth's Scheme for Women was inaugurated, primarily to assist widows and orphans to emigrate. The passing of the Empire Settlement Act in 1922 enabled The Salvation Army to establish more schemes for various groups including, most notably, the General's Scheme for Boys. The Salvation Army's Hadleigh Farm Colony was almost entirely given over to training boys on this scheme.

The 1920s were a boom period for The Salvation Army juvenile emigration but outward migration from the UK declined in the 1930s. Salvation Army migration schemes saw a brief revival in 1938-1939 but migration was again curtailed by the Second World War. Although The Salvation Army planned further post-war schemes during the war, few of these came to fruition.

In the post-war period The Salvation Army's emigration work never returned to the scale it had reached in the 1920s. The Salvation Army continued to provide a small number of assisted passages to adults and families, co-operated with Commonwealth governments in their assisted passage schemes, and operated Boys' Schemes to Eastern Australia and Canada in the 1950s. Both of these schemes had ceased by the early 1960s. In 1981 the Migration and Travel Service was incorporated as an independent company called Reliance World Travel (1981-2001). Reliance had ceased advertising emigration services by 1984.

**(a) What policies and/or procedures did the Organisation and its establishment(s) have in place in relation to child migration?**

The Salvation Army began migration work on a small scale in the 1880s. Following this, the Salvation Army's larger-scale migration schemes were born out of William Booth's (founder of The Salvation Army) social scheme to help the poor of Britain. This was referred to within The Salvation Army as the 'Darkest England Scheme' following the publication of Booth's book *In Darkest England and The Way Out* in 1890, which outlined his vision to help the poor. Procedures relating to The Salvation Army's early migration work appear in The Salvation Army's *Orders and Regulations for Social Officers*, 1898.

As The Salvation Army's migration work developed, it was separated into multiple strains. One of these strains dealt with 'young people'. Within this strain, three main categories were identified: 'Infants, up to eight years of age; Children, from eight to fourteen; Boys and Girls, from fourteen to eighteen' (Lamb, 1917: 87). Those aged fourteen to eighteen, described here as 'boys and girls', have also been referred to as 'juveniles' in Salvation Army papers relating to child migration.

In 1911, Bramwell Booth, Chief of the Staff of The Salvation Army, defined child migration as:

'The emigration of any individual having no natural guardian, and under the age of 18 years' (87).

General references to a child as under the age of 18 is repeatedly reiterated in The Salvation Army's annual year books along with a statement that children in the migration scheme would remain under the guardianship of The Salvation Army until they reached the age of 18 and in some cases 21.

The Salvation Army pioneered a personally conducted system of migration, which meant that children should have been escorted in groups, by a specified Salvation Army officer, to British dominions - Canada, Australia and New Zealand. The five possible options for infants/children/juveniles upon arrival to a dominion were: boarding out; cottage homes; adoption; farm schools; indentures (Begbie, undated: 7; Lamb, 1917: 87).

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

The principal aim of The Salvation Army's migration scheme was to take the 'landless man to the manless land' with an overall socially and morally driven ambition of relieving poverty and reducing the 'surplus population' in Britain (Year book, 1914: 62; 1923: 9). With regard to children, the migration policy was designed to transport orphans, 'unwanted children' and those with poor prospects, with the intention of removing them from pauperism and providing them with better prospects abroad (Year book, 1913: 44).

For infants and children, the aim was to 'secure, through family life, the natural absorption of the child into the community' (Lamb, 1917: 83), especially for the surplus of orphans following the First World War. Boys/juveniles were provided with agricultural skills and found employment on farms. The Salvation Army also made arrangements for single young women to go into domestic service in Australia (Year book, 1924: 30). In line with this ideology (derived from William Booth's Darkest England Scheme) The Salvation Army set up a farm colony in Britain - Hadleigh Farm - to provide young boys with agricultural skills which would then enable them to find employment in Australia, New Zealand or Canada where there was demand for such labour (Year book, 1925: 35; Lamb, 1923).

Within this work, The Salvation Army identified three core aims/considerations of the migration scheme that have been repeatedly stated across Salvation Army literature:

- i. Helpful to the individual
- ii. Beneficial to the emigrating country
- iii. Acceptable to the receiving country (Lamb, 1924: 5)

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

General William Booth's book, *Orders and Regulations for Social Officers*, 1898, includes a section on emigration policy with details on the following: general remarks; the necessity; the department; where from and where to; the emigrants; how conveyed; emigration of Salvationists; the oversight; finance (455-464). It also contains a section devoted specifically to the 'emigration of young people' (426-427) which outlines migration proposals and states that 'other regulations would be required for which IHQ [International Headquarters] application must be made to IHQ by any Commissioner who proposes to carry out this plan of usefulness', which indicates that child migration was in planning but not practiced by The Salvation Army at this point.

The Salvation Army's policies on migration, including child migration, were recorded on an annual basis in the year book. For example, The Salvation Army's emigration scheme for boys was presented in the 1920 year book, stating that Hadleigh Farm Colony in England served as a template for those abroad, with the intention that when juveniles had learned the necessary skills, they would be transferred to an overseas colony in a British dominion. At this time the year book states that there was a large colony established in New Zealand (1920: 28).

In addition, there were also specific pamphlets and periodicals that were produced, largely for advertising purposes, that outlined the procedures involved in their migration schemes, such as: *The Emigration Gazette*, 1907-1914; *To The Boys of Britain*, 1923; *Juvenile Migration and Settlement*, 1924; *General Booth's Scheme for Boys*, 1925.

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

- **Identification and checking the suitability of the places where children were sent**

While relating more generally to The Salvation Army's migration policy, when the organisation first began putting together a migration policy in the 1890s, in his 1898 *Orders and Regulations* volume, General William Booth stated that in the process of migrating people from Britain to overseas colonies, the 'characters of both employers and employees will be investigated, and opinions given as to the suitability and value of situations or employment, or of the parties seeking the same' (460). The 1916 yearbook states that The Salvation Army had specifically 'well appointed' homes that received the children upon arrival in the new countries (Canada and Australia) with the intention that a suitable foster home would then be sought out by a Salvation Army officer who would then remain in contact with the child until they reached adulthood (over 21) (73). In his 1923 pamphlet *To the Boys of Britain*, Colonel David Lamb states that approved farms had been specifically selected by Salvation Army officers for the migration of 'boy farmers'. In addition, in *Juvenile Migration and Settlement* he also states that officer delegations were sent to overseas colonies to check on the conditions there and report back to International Headquarters (1924: 3). Assessment of children's placements was a continual process as each boy had a Salvation Army officer (guardian) appointed to him with the idea that this would be the person to whom he should report any issues as his guardian. In *General Booth's Scheme for Boys*, Lamb also reports that children were regularly checked upon after migration and that reports were sent back to their respective headquarters for review (1925). In addition, an unknown 'Privileged Observer' also reported in 1930 that children's progress overseas was monitored and supervised until they made a 'suitable start in life' (*Organised Empire*, 1930:15).

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

The selection of children for emigration altered slightly over the twentieth century as orphans became more of a focus after the First World War as well as the formal establishment of the Scheme for Boys in 1923 which continued to develop from William Booth's Darkest England Scheme of the late nineteenth century. In the 1924 year book the selection of children to be

migrated was stated as 'Youths between 14 and 18 years of age; orphans and unwanted children; children of the poorer classes generally' (30). The 1925 year book states that every child to be emigrated would undergo a formal process of selection and assessment by a Salvation Army officer and a doctor for suitable attitude and fitness level (35). In *General Booth's Scheme for Boys* some of the considerations are listed as: age 14-19, acceptable medical form, parental consent, two references, good health, suitability, character, general capacity and adaptability (1925). This year book goes on to provide particular requirements from the different dominions as follows: 'Australia calls for boys who must be sixteen years of age, 5ft. 4in. in height and weighing eight to nine stone; and will not consider a boy who has to wear glasses. Canada is quite as careful in her selection, but more wisely, has laid down no hard and fast rule as regards height and weight.' 'Boys are drawn from all parts of the country, and from all classes of the community' (36). The stated requirements also reiterate the involvement of external parties from the dominions in The Salvation Army's child emigration procedures.

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

The Salvation Army provided promotional booklets including *The Emigration Gazette*, 1907-1914; *To The Boys of Britain*, 1923; *Juvenile Migration and Settlement*, 1924; *General Booth's Scheme for Boys*, 1925; and advertisements in several of their periodicals.

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

The Salvation Army provided promotional booklets including *The Emigration Gazette*, 1907-1914; *To The Boys of Britain*, 1923; *Juvenile Migration and Settlement*, 1924; *General Booth's Scheme for Boys*, 1925; and advertisements in several of their periodicals.

- **Obtaining consent of child**

The 1925 yearbook states that before boys were accepted for training as a part of the Scheme for Boys the boy had to provide an undertaking that if, after training, he was accepted for emigration, he intended to settle in one of the Overseas Dominions' (35).

- **Obtaining consent of parents of child**

In Canada, legislation placed the Emigration Society in loco parentis (in place of the parents) until adulthood (age 18) (Booth, 1911: 92).

In 1923, leader of The Salvation Army's Emigration Department, Colonel David Lamb, produced a booklet called *To the Boys of Britain*. The booklet laid out the Scheme for Boys and states that child applicants had to discuss the scheme with their parent/guardian and provide a written consent form from their parent/guardian along with two references. This is also stated in Colonel David Lamb's text *General Booth's Scheme for Boys* (1925).

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

The 1915 year book states that The Salvation Army worked with Boards of Guardians and Parish Councils to 'escort' children from different areas for migration (61). Colonel David Lamb refers to involvement of the Canadian government with The Salvation Army's child migration scheme and their particular emphasis on child aftercare (Lamb, 1923). The 1925 year book reports that The Salvation Army worked with the Board of Agriculture and the Treasury to organise the Scheme for Boys: 'An official visit to Hadleigh Colony by representatives of the

Board of Agriculture and the Treasury led to an immediate recognition of the Colony as an ideal place for the short course of intensive training proposed' (35). The Scheme for Boys was also established in conjunction with the Overseas Settlement Department of the British Government Office (Lamb, 1925). The 1931 year book states that all boys involved in this scheme were also seen by a government representative as well as having a medical check before being transferred overseas (24). In the 1940s Lieutenant-Colonel Owen Culshaw (Secretary to the Chief of the Staff) worked with the British government on the advisory committee of the Children's Overseas Reception Board with regard to The Salvation Army's migration scheme (Year book, 1941: 44). Government approval of The Salvation Army's work is also stated in a letter between two Salvation Army officers dating from 1944. The Territorial Commander of New Zealand, Commissioner John Evan Smith, writes to General George Carpenter, that permission had been granted from the Prime Minister for The Salvation Army to immigrate 50 boys to New Zealand in 1944.

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

No information with regard to this matter has been found.

- **Other issues**

No further issues to report.

**(e) Who compiled the policies and/or procedures?**

In 1903 The Salvation Army's Emigration-Colonisation Department was established under direction Colonel David Lamb who formally remained in charge of emigration affairs until 1929. Several volumes of The Salvation Army year book also state that Colonel David Lamb was in correspondence with the General, who, as worldwide leader of The Salvation Army, would have approved all Salvation Army policy. William Booth was General of The Salvation Army until 1912 when he was succeeded by his son, Bramwell Booth, who served as General until 1929. From this point until 2014, the position of General was held by the following officers: Edward J Higgins 1929-1934; Evangeline Booth 1934-1939; George L Carpenter 1939-1946; Albert Orsborn 1946-1954; Wilfred Kitching 1954-1963; Frederick Coutts 1963-1969; Erik Wickberg 1969-1974; Clarence Wiseman 1974-1977; Arnold Brown 1977-1981; Jarl Wahlstrom 1981-1986; Eva Burrows 1986-1993; Bramwell Tillsley 1993-1994; Paul Rader 1994-1999; John Gowans 1999-2002; John Larsson 2002-2006; Shaw Clifton 2006-2011; Linda Bond 2011-2013; Andre Cox 2013-2018.

After Colonel David Lamb, the following officers held the position of director of the Migration Department: Lt-Commissioner W J Barnard Turner 1931-1932; Major M Owen Culshaw 1932-1953; Commissioner William Alex Ebbs 1953-1957; Colonel Thomas E Dennis 1957-1960; Lt-Colonel Henry F Meyer 1960-1961; Lt-Colonel Ernest E Rance 1961-1962; Lt-Colonel W Bramwell Watts 1962-1969; Lt-Colonel Ronald Topley 1969-1978; Major Roy Bowes 1978-1981; Major Lawrie Fisher 1981. In 1981, the Migration and Travel Service was incorporated into a legally constituted company and renamed Reliance World Travel Limited.

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

Initial proposals with regard to the migration of young people first appear in the 1898 *Orders and Regulations for Social Officers*.

In 1903 The Salvation Army established an Emigration Department to coordinate their migration work (Year book 1914: 62-63). 1905 saw The Salvation Army's first emigration group to Canada (Year book, 1953: 16).

The first year book dates from 1906 in which general migration policy is recorded. In the 1913 year book children are specifically mentioned for the first time (a year book was not produced in years 1911 and 1912). It states that boys, under 19, were taken from school and sent to farmers on the Canadian prairie to learn agricultural skills for future employment (Year book, 1913: 4). From this point onwards the year book reiterates this process until the 1940s/1950s when coverage of migration work becomes less regular.

In addition, the 1924 year book states that the General (Bramwell Booth) made an agreement with the Secretary of State for the Dominions regarding cooperation with The Salvation Army in assisting 'suitable persons' from the UK to settle overseas in 1923 (30). It was in this year that the specific Scheme for Boys was set up (*Organized Empire*, 1930: 32).

**(g) Were such policies and/or practices reviewed?**

Although not exclusively related to child emigration, an example of review with regard to widows and their children was printed in the 1916 year book which reported that in the latter half of 1915 an officer from the emigration department was sent to Canada specifically to observe progress by widows and their children who had emigrated under a migration scheme for widows following the First World War. (72).

Review practice of The Salvation Army's migration schemes is reaffirmed in the 1924 yearbook which states that Colonel David Lamb sent a report to General Bramwell Booth on the progress of widows on overseas colonies (31). Following this, in 1925 the year book reported that there would be an expansion of work devoted to aftercare of children in Canada as reviews had demonstrated the importance and effectiveness of this element of the migration procedure (36).

The 1938 year book records that 2000 migrants from The Salvation Army's migration scheme were interviewed and the results studied at The Salvation Army's International Headquarters to obtain feedback and improve their migration procedures (22).

With specific reference to juveniles, in David Lamb's text *Juvenile Migration and Settlement* he states that officer delegations were sent to overseas colonies to check on the conditions there and report back to The Salvation Army's International Headquarters (3).

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

The 1921 year book states that The Salvation Army's child migration scheme had thus far achieved 'very gratifying results' and as a result intended to make 'considerable extensions' to this sector of their migration work across Western Australia and New Zealand. It also states that with regard to this, General Bramwell Booth had approved the purchase of 500 acres near Perth for the extension of the children's colony there (64). The 1921 year book also stated that due to expansion of the child migration scheme, designated Emigration officers were installed in each dominion (Canada, New Zealand and Australia) to help monitor the process (64).

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

Following the First World War there was also a shift in focus for child migration due to the increased number of British orphans ('More People', 1943). The period following this war was referred to specifically as 'Postwar migration', which in particular saw the movement of children to Australia.

**(j) Why were changes made?**

During the Second World War The Salvation Army again began planning for post-war child migration of orphans, to Australia and New Zealand (*The War Cry*, 1944). On Thursday 13 January 1944, Commissioner Ernest J Harewood, Territorial Commander for Sydney, conducted an interview with a representative from Sydney University (Mrs Kelly) who had carried out a survey for the Federal Government on the potential for child migration to Australia. Within the report for this interview there is suggestion of changes in policy across the Territory due to different procedures in different states, for example with regard to processes of adoption or foster homes. A letter between two Salvation Army officers also mentions the installation of an Australian inter-territorial officer to help link up immigration stages at this time (1944).

**(k) Were changes documented?**

Reviews and changes to the policy were mainly documented in the year book as demonstrated in the answers to questions f-i.

**(l) Was there an audit trail?**

There has been no evidence found relating to this question.

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