

Part C - Prevention and Identification

4. Policy and Practice

4.1 National

Past

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

Yes. Professor Norrie's report contains great detail on the legislative and regulatory background.

Amongst our historic records we have traced a Memorandum by the Home Office on the Conduct of Children's Homes, first printed in 1952 and then reprinted in 1963 ("the Home Office Memorandum"). This was prepared for the guidance of local authorities and voluntary organisations and was intended to be read alongside the Administration of Children's Homes Regulations 1951. We have enclosed a copy of the Home Office Memorandum at Appendix C1.

From 1993, Quarriers developed their own policies and procedures which were called Standards/Policies underpinned by national legislation/guidance. These Standards/Policies were underpinned by the following:

1932: The Children and Young Persons Act 1932 broadened the powers of juvenile courts and introduced supervision orders for children at risk.

Children and Young Persons Acts 1933 to 1963,

1933: Children and Young Persons (Voluntary Homes) Regulations (Scotland) required voluntary homes to be registered, and to renew their registration annually.

1933: Children and Young Persons (Scotland) Care and Training Regulations

Children and Young Persons (Scotland) Acts 1937 to 1963 - brought together all existing child protection law into a single piece of legislation.

1948: The Children Act 1948 established a children's committee and a children's officer in each local authority. It followed the creation of the parliamentary care of children committee in 1945. The Act imposed duties on local authorities with regard to the care of children and was amended and updated in 1958 and 1963.

1964: The Kilbrandon Report considered the provisions of the law of Scotland relating to the treatment of juvenile delinquents and juveniles in need of care or protection or beyond parental control and, in particular, the constitution, powers and procedure of the courts dealing with such juveniles.

1968: Under the 1968 Social Work (Scotland) Act, local authority social work departments replaced children, welfare, health and probation committees. Local authorities also took over responsibility for investigating child abuse.

1971: The Children's Hearings System was introduced

1984: The Foster Children (Scotland) Act 1984

4.11 Child Migration

(a) Policy

Past

- i. What policies and/or procedures did the organisation/establishment have in place in relation to child migration?**

Quarriers migrated children to Canada from 1872 until 1938, and to Australia from 1939 until 1962. The period which falls into the years considered by the Inquiry represents the end of Quarriers' involvement with migration schemes to Canada. From 1930 to 1962, just 100 children migrated from Quarriers out of a total in excess of 7000.

We believe it is useful to provide the historical context in which this took place as this represents the time period in which policies and procedures were developed and implemented.

Historical Context – Migration to Canada

Section 4.11 is informed by The Quarriers Story by Anna Magnusson (2006), a paper entitled The Quarriers Children, Scotland – Canada 1872-1933 by Dr Phil Robinson and Fred Wardle (approximately 2006), combined with information provided by Quarriers After Care Worker.

When William Quarrier started his work with destitute children in Glasgow, it was with the intention that if found suitable, the child was considered for migration to Canada.

When children were accepted into the Receiving Home in Glasgow, their parent or guardian was asked for express written permission about the intention to migrate to Canada. The specific reference to Canada was removed in later Admission Forms as the migration schemes became less prolific. These Admission Forms exist from 1910 onwards and were contained in the individual child's file.

Excerpt from Admission Form (example from 1910):

The legal guardian will sign the following agreement: -

I, _____ residing at _____ make application to have my (gender, relationship, name) aged ____ years, received into the above-named Homes, with the view of being maintained and educated, and therefore kept at Home, emigrated to Canada, or otherwise discharged as the Managers of the Homes may decide. I further agree to leave said child under the care of the Himes until he attains the age of 16 years.

Later versions of the Admission Form (example from 1927) stated:

AGREEMENT TO BE SIGNED BY THE LEGAL GUARDIAN

I, _____, residing at _____ make application to have my child (gender, name) aged ____ years received into the above named Homes, with the view of being maintained and educated, and thereafter discharged as the Executive Council of the Homes may decide. I further agree to leave said child under the care of the Homes until he/she attains the age of 16 years.

Signature of some person who recommends the case and can attest the truth of the foregoing statements from an intimate knowledge of the circumstances

Signature of legal guardian

Address

Calling, profession or social position: _____

This later version does not have a specific reference to Canada or Australia.

Quarriers attempted to contact the parent or guardian of their child's intention to migrate. If the parent or guardian did not agree to migration, their wishes were respected.

According to individual children's records, if there was a significant time between the parent giving written permission, and the child's intended date of departure, efforts were taken by Quarriers to contact the parent. In some cases, parents made no contact with Quarriers or their child(ren) for many years and it may have been there was no current address for the parent. In these cases, the child migrated to Canada if that was their desire to do so, using the initial written permission.

Pre travel arrangements

William Quarrier equipped each child with a wooden trunk stamped with their initials which contained inside with clothes as well as a Bible and a copy of 'Pilgrims Progress' in addition to writing materials, darning materials and a brush and comb.

After the introduction of the Ontario Act, Canadian Law required that each child completed a Health Assessment prior to admission to Canada.

On-board the ship

Quarriers always sent several employees on board each party of children travelling to Canada. This was with the aim of helping to settle in the children, deal with paperwork and looking after them on the journey. William Quarrier himself travelled to Canada several times, with his daughter and son-in-law moving there permanently to run the home at Fairknowe.

Correspondence

The arriving party in Canada informed those in Quarriers Village of their safe arrival.

After the visit was made, a report was written by the Visiting Officer, with a copy kept at Fairknowe and one sent to Quarriers. Due to a misunderstanding, those kept at Fairknowe from before 1910 were destroyed as they believed that Quarriers also had a copy. Quarriers is in possession of some reports after 1910. These were presented to the Council of Management at the time and this is recorded in the Minute Books.

Children were encouraged to write to their family, friends and staff at Quarriers. Many letters are included in the Narrative of Facts and are personally addressed to William Quarrier.

Australia

Quarriers migrated significantly more children to Canada than to Australia.

Quarriers' Narratives of Facts states that Quarriers in approximately 1938 was approached by similar organisations in Australia about the prospect of emigrating children there. In total, 37 children in four parties went to Australia from 1939, 1960, 1961 and 1962.

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

Yes. The intention of Migration was to offer children the opportunity to live in Canada from 1872-1939 and from 1939-1962 to Australia. The intention was to offer the chance for a new life away from the overcrowding and poverty of Scotland's cities in the Victorian and post-World War I eras. At that time, both Canada and Australia were newly settled colonies with low populations. Canada and Australia, both being vast in size with many large farmsteads sought children to help out on the farms. Quarrier's policy took into consideration the fact that children migrating alleviated crowding and created additional capacity in the receiving homes for Quarriers, which enabled them to help more children.

The Commonwealth Immigration (Guardianship of Children) Act 1946 encouraged children migration to Australia and led to many similar schemes being set up.

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

The policies and procedures are recorded in Quarriers' founding documents, Council of Management Minute Books and Narrative of Facts (Annual Reports). Quarriers Council of Management received a report at every meeting regarding the children who had emigrated and those who were planning to do so.

Completed Admission Forms, correspondence from The Children's Shelter (RSSPCC), liaison with the Canadian Government Emigration Agent and Medical Reports where available were stored in each individual child's file.

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

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

Initially, William Quarrier used the facilities provided by Annie Macpherson - a Scottish evangelical Quaker and founder of the Home Children scheme. She had distributing homes in Belleville (called Marchmont), Galt (now Cambridge, Ontario with home called Blair Athol) and Knowlton (established 1872).

Initially, William Quarrier entrusted the identification and checking of the suitability of the places where children were sent to Annie Macpherson's operations in Canada. William and other family members often travelled on-board the ships with the children to help settle them in. This also afforded the opportunity to visit and assess the policies, procedures and conditions at the receiving homes in person.

From these receiving homes, the children lived in surrounding areas.

Prior to the arrival of a new group, it is known that Fairknowe advertised in local papers throughout Eastern Ontario. Farmers were advised of the new group's arrival date and were invited to apply to the Home. There was no shortage of applications, and those interested had to provide a reference. Children were picked up at the home or sent by train to the more distant assignments.

Once placed, the child should have been visited at least once a year by an Inspector from Fairknowe, also known as a Visiting Officer, but sometimes the vast distances and poor travelling conditions prevented this. Visiting Officer sometimes visited while the child was at school, so although they would not necessarily have seen the child, they were able to assess the living conditions and meet the receiving family.

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

Any children involved in the programme had to be healthy, and this was backed up with a Medical Report before departure. The age of migration increased throughout the years and by 1932, children had to be over sixteen years of age and therefore eligible to work. Both boys and girls had the opportunity to migrate.

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

Child

No records have been located containing details of the information provided to children before their departure.

Parents

A card or letter telling parents of the intention to migrate was sent in advance of the proposed sailing date if there was an address available. This took place in addition to the consent to migration given at time of admission.

Parents or guardians were encouraged to visit their son or daughter before they left and we have evidence of Quarriers paying for parents' travel fares to make this possible.

In some cases, where parents had not visited their child for many years, Quarriers was not always in possession of a current address. In these cases, Quarriers wrote to the last known address, taking into consideration the parent's express permission at time of admission, as well as the individual child's wishes.

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

From the 1870s until the 1930s, parents or guardians who called into Quarriers' City Orphan Home in James Morrison Street, Glasgow, were given information about their children and likewise if the child asked about family this was provided, if available. If the child was under twelve years of age, it was expected that the child would be adopted and a paper was signed confirming this. If the child was adopted, they were encouraged to consider their Canadian family as their new family.

- **Obtaining consent of child**

Children were asked if they would like to go to Canada and in later years Australia. We have evidence that children's wishes not to migrate were respected, as well as instances in which they changed their minds. We can also find evidence of children within Quarriers' care writing directly to the Superintendent asking to join brothers or sisters in Canada. This was accommodated where possible.

Quarriers is aware of a small number of cases in which former residents report that their wishes to no longer migrate were not respected, after having initially agreed.

- **Obtaining consent of parents of child**

The child's parents or guardians were advised of the opportunity and intention to migrate, and signed their consent as part of the Admission Form. These do not exist prior to 1910.

If there was a significant time between the parent giving written permission, and the child's intention to migrate, efforts were taken by Quarriers to contact the parent. In some cases, parents made no contact with Quarriers or their child(ren) for many years and it may have been there was no current address for the parent. In these cases, the child migrated to Canada if that was their desire to do so, using the initial written permission.

Quarriers is aware of instances where children wanted to migrate but parents objected and the parents' wishes were respected. We are also aware of instances where parents initially agree but change their minds, and these wishes are also respected. This depended on the age of the child and if they were considered to be able to make their own decisions.

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

From 1904 when migration resumed during the second phase, Quarriers' scheme adhered to the regulations of the Canadian Government. We also have correspondence from the Canadian Government Emigration Agent in Glasgow regarding parties wishing to migrate, which indicates a level of consent and regulation.

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

Quarriers has maintained a policy of making records available to enquiring children and their families. Visitors to Quarriers Village are given assistance by staff in reviewing records. Former migrants and descendants of migrants are given as much detail as the Data Protection Act allows.

In 1975, an attempt by Quarriers' Management to organise a reunion of children in Canada was not well received.

In early 1996, a team from Quarriers visited Canada with the express purpose of reconnecting with these children and their families. The group informed all former children with whom they had contact of their coming visit. Newspaper advertisements attracted many more to join them in organised meetings held in many centres across Canada. As a result of those meetings and follow-up discussions with various families, Quarriers work with families in Canada to host a national reunion. This took place in 1996, 1998 and 2001, and was followed by a number of official visits to Scotland. Quarriers has contributed to and participated in a number of films, books and displays regarding child migration.

As far as we know, there are no Canadian migrants alive today, but many of the descendants are in frequent contact with the After Care Service. Fred Wardle, a descendant of a former Quarriers resident and migrant, was a member of Quarriers Council of Management from 1998-2009. Fred Wardle is an integral part of Quarriers' Canadian Family, which is still active today.

Quarriers has operated an After Care Service since 2000, and an Access to Historical Records Policy has been in place since 2004.

Due to the lesser numbers of people who migrated to Australia, there has been much less contact with these former residents. Quarriers engaged with the Child Migrant Trust to ensure that those

who had migrated to Australia were aware that they too could access their records and seek support where required. This had led to a significant number of former residents wishing to access their files.

- Other issues

v. Who compiled the policies and/or procedures?

William Quarrier and his successors within the Council of Management compiled these policies and procedures. The migration programme stopped temporarily in 1897 and recommenced in 1904 after the death of William Quarrier. William Quarrier's daughters Isabella Quarrier Burges and Mary Quarrier took over the running and management of the Organisation at this point, with Agnes Quarrier Findlay and Pastor David Findlay taking over at Fairknowe, Canada.

We have very limited information regarding policies and procedures for migration to Australia other than references in Quarriers' Narrative of Facts to being approached by an agency similar to Quarriers called Burnside. This first took place in 1939, but we also acknowledge a gap of over 20 years until the next party travelled to Australia which was organised by the Fairbridge Society.

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

These policies were put in place in 1872.

vii. Were such policies and/or practices reviewed?

Yes.

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

In 1897, The Ontario Government passed an Act to Regulate the Immigration into Ontario of Certain Classes of Children, meaning that children were to be supervised until the age of 18. This act also prohibited the immigration of children without a special licence. Quarrier objected strongly to this action and visited Toronto personally to protest. He felt that the law discriminated unfairly against Quarriers because of the deficiencies of other organisations. Quarrier argued that he took extraordinary care to select, prepare and support the children who he sent to Canada in order to give them the best possible chance of success in becoming prosperous citizens of their new country.

Quarrier therefore suspended the migration. Agnes Quarrier Burges, daughter of William Quarrier, and her husband James Burges reinstated migration in 1904 following William Quarrier's death.

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

Please see viii above.

Quarriers stopped migration to Canada in 1938.

Quarriers is unaware as to why migration to Australia ceased in 1962, or why there was a 23 year gap.

x. Why were changes made?

The impetus for ending the scheme in 1938 came from the Canadian Government, which refused permission for Quarriers to take a party of boys to Canada that year. At this time, Canada was in the

grip of the Great Depression, and economic consideration seemed to have been influential in this decision.

Changes were made after consideration and realisation that migration was not the best option for children.

xi. Were changes documented?

Yes. These changes were documented in Quarriers' Narrative of Facts and Council of Management Minute Books.

xii. Was there an audit trail?

Yes, in so far as this was recorded in Quarriers' Narrative of Facts and Council of Management Minute Books.

Present

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

No. Migration has not taken place within Quarriers since 1962.

xiv. If so, please give details.

Not applicable.

(b) Practice

Past

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

Quarriers did not always adhere in practice to its policy/procedures in relation to child migration.

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

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

According to information in individual children's files Quarriers did not always adhere in practice to its policy/procedures in terms of child migrants relating to the issues above.

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

Quarriers adhered in practice to its policy/procedure.

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

According to information in individual children's files Quarriers did not always adhere in practice to its policy/procedures in terms of child migrants relating to the issues above.

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

According to information in individual children's files Quarriers did not always adhere in practice to its policy/procedures in terms of child migrants relating to the issues above.

- **Obtaining consent of child**

According to information in individual children's files Quarriers did not always adhere in practice to its policy/procedures in terms of child migrants relating to the issues above.

- **Obtaining consent of parents of child**

According to information in individual children's files Quarriers did not always adhere in practice to its policy/procedures in terms of child migrants relating to the issues above.

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

Quarriers adhered in practice to its policy/procedure.

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

Quarriers adhered in practice to its policy/procedure.

- **Other issues**

We are aware of reports from an individual who migrated to Australia in 1962 of abuse at the establishment there. A report commissioned by the British Government and which was suppressed at the time, recommended that children no longer be migrated to a number of establishments, including the one this person was sent to. Quarriers had no knowledge of that report.

iii. How was adherence demonstrated?

Information regarding specific circumstances was recorded in individual children's files.

Archived files demonstrate regular and frequent correspondence between the Superintendent at Fairknowe and Mr W. Findlay at Quarriers Village. Reports written following the migration of a party were destroyed when migration to Canada ended.

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

We are able to provide copies of correspondence and references to reports within Council of Management Minute Books, a standing item on Council of Management agenda, as well as Quarriers Narrative of Facts (Annual Reviews),

v. Were relevant records kept demonstrating adherence?

Yes. We are in possession of a limited number of reports dating from 1910. We are also in possession of correspondence and accounts between Quarriers and Fairknowe during the 1940, despite no migration from Quarriers taking place. Quarriers is not aware of any reports relating to Australia.

vi. Have such records been retained?

Yes. Quarriers has a limited selection of reports available.

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

Quarriers welcomes the opportunity afforded by this Inquiry to explore these issues.

viii. How many children were sent as child migrants from the organisation's establishments, and where were they sent?

In total, Quarriers sent 7394 children as migrants to Canada and 37 to Australia. For the period considered by the Inquiry, a total of 137 children migrated from Quarriers; 100 children to Canada and 37 to Australia. As far as Quarriers is aware, the last surviving child migrant to Canada died in 2010.

ix. What was their age and gender?

Quarriers sent children of both genders, with more boys than girls, from toddlers to those of 16 years of age. As the migration scheme developed, fewer young children were sent, and those who travelled tended to be older.

x. Over what time period were children migrated from the organisation's establishments?

Children were migrated between 1872 and 1962.

xi. Who funded the child migration?

Child migration was initially funded by public donations. Grants from the Canadian Government reimbursed some of the costs incurred by Quarriers.

xii. Who received the funding in relation to migrant children?

Quarriers received this funding to reimburse costs incurred.

xiii. In general terms, how much was this funding?

An example from 1930/31 shows that it cost Quarriers £3,208 11 to send 23 children to Canada. For this, £1,024 19 was received from Government Grants.

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

Quarriers has always responded to all enquiries from former residents and their ancestors are given as much detail as the Data Protection Act 1998 allows.

Quarriers set up and operated an Aftercare Service in September 2002 along with an Access to Historical Records Policy in 2004. This continues today with approximately 400 enquiries per year, and seeks to provide information to those requesting it and where possible reunite long lost families.

To our knowledge, no Canadian migrants are still alive today, but many of the descendants are in frequent contact with the After Care Service. More than 80 descendants visited Quarriers as part of

the Scottish Government's Homecoming Scotland 2009, a series of events designed to attract people of Scottish ancestry to visit Scotland.

When former residents request files, they are invited to come to Quarriers Village to be supported while they read through their file. An internal Enquiry Form is completed with as much detail as is available which is stored securely in a database. In line with the Data Protection Act, those making enquiries need to prove their identity or if a descendant of a former resident from less than 100 years ago, they must also provide proof of death. If the person is unable or if a visit to the village is not wanted, they are visited at a location of their choosing. Quarriers is able to accommodate this so long as it is within the Central Belt of Scotland. If no visit is possible, then the information is sent by first class recorded delivery.

Quarriers requires 40 days to retrieve, review and redact files ready for delivery, but we are often able to respond much more quickly than this. There is no charge for former residents.

We acknowledge that many children in residential care do not have the same access the childhood photographs that other family life may have provided. Where possible, we ask former residents to review our Narrative of Facts for photographs of themselves, and we are happy to provide a copy free of charge. Further, we offer photographs of any of the cottages where they stayed.

Our experience shows that this is an emotional process for former residents. Because of this, our preference is to meet directly with the person, to ensure they are supported when receiving the information.

Present

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

No.

- xvi. If so, please give details.**

Not applicable.

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

We acknowledge that however well-intentioned, many children or their parents may have had little power or control not to choose the option of migration. After decades of contact and sharing of information with migrants and their descendants, we have developed a greater understanding of the life-long impact of being a Home Child. Quarriers' current ethos and values put the child at the centre of any choices and decisions made in relation to their own life, including taking account of their views, however they are able to express them. Additionally, where it is appropriate, we aim to support families and children staying together in their own communities.

While we appreciate that the policies were well-intentioned, acceptable and commonplace practice at the time, we now live, work and operate in a world that has changed significantly since Quarriers and many others migrated children. As an organisation, we find the practice hard to align with our current values.

- xviii. If the organisation accepts that such policies or procedures were flawed, has the organisation provided a specific response e.g. apology, redress or any other type of response?**

Quarriers as an organisation supports the UK Government's apology by Gordon Brown in 2010 to child migrants as well as that of the Canadian Government by Justin Trudeau in February 2017.

Quarriers welcomes the Apology Law which will come into force in June 2017.