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DEPARTMENT OF CHILDREN'S SERVICES

Subject: Endeavour Training Farm, Riverview - Present Situation and Proposed New Institution at Mulgowie

- a report and discussion paper

RECORD NUMBER	MINUTE
	<p>In response to the Director's request, and to our own concern over both the current situation at Riverview and the possible situation at Mulgowie, Mr. Schmidt and I visited the Endeavour Training Farm on 15th November, 1973 and 20th November, 1973. We have spoken with the Superintendent, briefly with the school principal on program co-ordination and with some of the boys. For ease of description, the Endeavour Training Farm will be referred to as "Riverview" and the proposed re-development will be referred to as "Mulgowie".</p> <p>As a result of our investigations, we express concern over a number of immediate problems and also over the proposed development at Mulgowie. The immediate problems include the physical conditions at Riverview, the staff situation, the program for boys and the symptoms of discontent amongst the boys as evidenced in abscondings and homosexual assault. In relation to the proposed development at Mulgowie, we express concern over some aspects of the plans and our continuing concern that many of the current Riverview problems will continue as problems at Mulgowie.</p> <p>One needs to have some standards for child care work. In discussing some of these matters, reference will be made to the Victorian Social Welfare Department's "Standards for Children's Homes" (1), the standards of the Child Welfare League of America (2), and the National Council on Crime and Delinquency (3). The Department is a member of these two organizations.</p> <p><u>Present Physical Conditions:</u></p> <p>For some years, this has been commented upon and I don't think we need detail very much in this area. To summarize the situation, the physical conditions of buildings, surroundings etc. are very much sub-standard and on these grounds alone, the licence granted to the Salvation Army authorities to conduct this institution should be revoked under the provisions of Section 39 of the Children's Services Act, or at least they should be asked to "show cause". If it wasn't for the fact that the buildings are planned to be replaced, then we may be recommending immediate immediate closure of the Institution.</p>
	<p>(1) <u>Standards for Children's Homes</u>, Social Welfare Department, Victoria, 1970.</p> <p>(2) <u>C.W.L.A. Standards for Services of Child Welfare Institutions</u>, 1964</p> <p>(3) <u>N.C.C.D. Standards & Guides for the Detention of Children and Youth</u>, New York, 1961.</p>

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	<p>The physical conditions are very much related to the discontent of boys and to absconding, particularly absconding by boys shortly after their arrival. If a child in his own home was living in some of these conditions, then such may very well constitute evidence of physical neglect. There are grounds for applying for these boys to be admitted to Care and Protection (Compare Section 46 (1) (a) (i), (ii), (iii), and (iv) of Act). This is a real embarrassment.</p> <p>The Victorian standards list one responsibility of the Board of Management as the provision of resources -</p> <p>" (a) Physical requirements - Continual attention will be required to matters such as maintenance...." (page 17)</p> <p>Section 40 of the Children's Services Act, which sets out the duties of persons in charge of institutions, is not being complied with:</p> <p>"The governing authority and person in charge of an institution having in its or his custody a child shall -</p> <p>(a) provide such child with adequate....lodging and care;</p> <p>(b) maintain every part of such institution at all times in a fit and proper state for the care of a child;"</p> <p>The new Day Care Centre Regulations under the Children's Services Act which are shortly to become operative and which refer to places caring for children for only part of the day, if applied to Riverview, would also lead to embarrassment as the place would fall short of minimum standards on some grounds.</p> <p>Actually, the whole place is depressing and toilet and other amenities are unsatisfactory. The dormitories, of course, are too large and supervision is inadequate. Stimulation by staff acting as substitute parents is also inadequate and these matters relating to staff will be commented upon further. Frankly, the wonder is that more boys don't abscond.</p> <p>.../5.</p>

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	<p><u>Staff Matters:</u></p> <p>This too is related to the physical conditions and probably has singly the most significant bearing upon the negative symptoms being observed in boys. Staffing is inadequate both in competence and quantity.</p> <p>Our investigations reveal that the Institution is currently staffed by the Superintendent and his wife, two other Salvation Army Officers and their wives, plus some other support staff including a metal work instructor, a wood work instructor, a man in the machinery shed, a truck driver, and on the female side, a cook, a laundress, an assistant concerned with boys' clothing, and a cleaner. As well as this, the school on the premises is staffed by two teachers supplied by the Education Department and does occupy some of the boys for some of each day Monday to Friday.</p> <p>I understand that there is a position of Deputy Superintendent and three positions for single male staff vacant. If a Deputy Superintendent was employed, it is expected he would be a married Salvation Army Officer which would add another lady to the staff.</p> <p>"In order to provide for time off for the administrator, a deputy in his absence and a possible successor who knows the agency, it is essential that there be an assistant administrator....." (Victorian Standards, p.p. 19 - 20)</p> <p>The Community Welfare Advisory Committee, in reporting on its enquiry into residential child care in South Australia (4) recommended</p> <p>"that there should be a sufficient number of trained, able and experienced child care staff to allow each child to be treated individually and assisted to realize his own potential." (recommendation 5 (f), page 21); and</p> <p>"Sufficient ancillary staff should be employed in all Homes in order to allow child care staff to engage in caring for the children on a full-time basis without needing to be involved in additional duties." (recommendation 5 (h), page 21)</p>
	<p>(4) Report of the Community Welfare Advisory Committee <u>Enquiring Into Residential Child Care in South Australia, Adelaide, S.A., 1973.</u></p>

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	<p>At present there are in effect, apart from the Superintendent, only two effective resident supervisory staff and through the week during working hours, another five day workers (2 teachers, 2 workshop, 1 dairy) who take small groups of boys. At nights and weekends, including the Superintendent, there are only three men with up to 60 boys and one of these men should be off each weekend.</p> <p>Another anomaly is the situation of officers' wives. Either they are filling established positions or not. If they should be working and are unable to, then another person should be employed. The budget does not seem to allow this flexibility.</p> <p>It would assist a lot if all staff positions at Riverview were outlined as established posts, and then filled at all times. The C.W.L.A. standards have a comment on the desirability of job definition.</p> <p>"8.32 Job definition Responsibilities of each member of the staff should be administratively defined and stated in writing, so that each may understand his responsibilities and work effectively in carrying them out." (p. 105)</p> <p>And on the question of working hours (C.W.L.A.)</p> <p>"8.71 Working hours of child care staff. Child Care staff should have regularly scheduled hours of work, except for emergencies, which should allow time for outside activities and sufficient relaxation from the taxing demands of caring for and supervising a group of children." (p. 120 and 121)</p> <p>Resident staff are entitled to one day off per week and one weekend off in three. The Superintendent and his wife just cannot take this time off. The Superintendent's wife has to relieve the cook and the Superintendent has to supervise boys, especially if there are any difficulties. There is no provision for adequate relief for staff during time off.</p> <p>The Victorian Standards provide -</p> <p>"Conditions of employment of child care staff. (g) Adequate replacements should be available where staff are absent for any cause whatsoever." (page 33)</p> <p style="text-align: right;">.../5.</p>

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	<p>and the N.C.C.S. standards -</p> <p>"Relief for Superintendent Sufficient staff should be provided so that in the absence of the Superintendent a qualified person, free from direct responsibility for children, is responsible for the institution.</p> <p>Large detention homes will need to employ assistant superintendents, administrative assistants, and night superintendents who are at all times sufficiently free from other responsibilities to perform the functions of the superintendent in his absence." (page 45)</p> <p>The division of responsibilities of staff, working hours and wages are as follows:-</p> <p><u>Superintendent</u> (S.A. Officer) (Major Bennett)</p> <p><u>Hours of Duty</u> 14 - 18 hours per day</p> <p><u>Responsibilities</u></p> <ul style="list-style-type: none"> . administration and management . business, purchasing, selling. . control, supervision, programming and discipline of boys . staff supervision etc. etc. <p><u>Wages</u></p> <ul style="list-style-type: none"> . \$44.00 per week for self and wife, plus house but not keep . mileage of 10c per mile if funds sufficient, but purchases own petrol <p><u>Superintendent's Wife</u> (S.A. Officer) (Mrs. Bennett)</p> <p><u>Hours of Duty</u></p> <ul style="list-style-type: none"> . 8 hours per day + + - outside own home <p><u>Responsibilities</u></p> <ul style="list-style-type: none"> . Office work . Matrons duty (e.g. attending to sick boys) . Messages in truck . boy's clothing . relieving as cook two days per week . anything else that someone else cannot or does not do <p><u>Wages</u></p> <ul style="list-style-type: none"> . nil really as combined with husband <p style="text-align: right;">.../6.</p>

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	<p><u>Deputy Superintendent</u> Vacant</p> <p><u>Deputy Superintendent's Wife</u> Vacant</p> <p><u>Farm Supervisor</u> (S.A. Officer) (Captain Keys)</p> <p><u>Hours of Duty</u> . average 10hours per day</p> <p><u>Responsibilities</u> . farm supervision . some boys duty</p> <p><u>Wages</u> . \$44 per week for self and wife plus house</p> <p><u>Farm Supervisor's Wife</u> (S.A. Officer) (Mrs. Kays)</p> <p>Not effectively employed as has five children of her own to care for.</p> <p><u>Third Officer</u> (S.A. Officer) (Captain Power)</p> <p><u>Hours of Duty</u> . 12 - 15 hours per day</p> <p><u>Responsibilities</u> . organization of boys . recreation . boys' pocket money . workshop with small group of boys</p> <p><u>Wages</u> . \$44 per week for self and wife, plus house</p> <p><u>Third Officer's Wife</u> (S.A. Officer) (Mrs. Power)</p> <p><u>Responsibilities</u> . food . helping in kitchen</p> <p><u>Wages</u> . nil really as combined with husband</p> <p><u>Dairyman</u> (60 year old single man)</p> <p><u>Responsibilities</u> . dairy only</p> <p><u>Wages</u> . \$55 per week plus keep (lives in)</p> <p><u>Woodwork Instructor</u></p> <p><u>Hours of Duty</u> . 8.00a.m. - 4.30p.m. Monday - Friday</p> <p><u>Wages</u> . \$90.00 per week (lives out)</p> <p style="text-align: right;">.../7.</p>

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	<u>Metalwork Instructor</u>
	<u>Hours of Duty</u> . 8.00a.m. - 4.30p.m. Monday - Friday
	<u>Responsibilities</u> . teaching boys in workshop
	<u>Wages</u> . \$90.00 per week (lives out)
	<u>Truck Driver</u> (semi-invalid)
	<u>Hours of Duty</u> . 8.00a.m. - 4.30p.m. Monday - Friday
	<u>Responsibilities</u> . truck driving only
	<u>Wages</u> . \$65.00 per week (lives out)
	<u>Machinery Shed Man</u>
	<u>Hours of Duty</u> . 8.00a.m. - 4.30p.m. Monday - Friday
	<u>Responsibilities</u> . farm and machinery maintenance
	<u>Wages</u> . \$65.00 per week (lives out)
	<u>Single Men</u> (live in) (3 positions) all vacant
	<u>Cook</u> (female)
	<u>Hours of Duty</u> . 9 hours per day; 5 days per week
	<u>Responsibilities</u> . cooking for boys
	<u>Wages</u> . \$30.00 per week (lives out)
	<u>Clothes Assistant</u>
	<u>Hours of Duty</u> . 5 hours per day; 5 days per week
	<u>Responsibilities</u> . assisting Superintendent's wife with boys' clothes
	<u>Wages</u> . \$30.00 per week (lives out)
	<u>Domestic</u>
	<u>Hours of Duty</u> . 5 hours per day; 5 days per week
	<u>Responsibilities</u> . cleaning
	<u>Wages</u> . \$30.00 per week (lives out)
	.../8.

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	<p><u>Laundress</u></p> <p><u>Hours of Duty</u> . 5 hours per day; 5 days per week</p> <p><u>Responsibilities</u> . laundering boys' clothes</p> <p><u>Wages</u> . \$30.00 per week (lives out)</p> <p>It is worth quoting again from the Victorian Standards -</p> <p>"Child care staff should have known rostered hours of duty. They should not normally be required to work more than 80 hours or more than 10 days per fortnight.</p> <p>.....Salaries and other conditions of employment should be sufficient to attract staff with necessary training and competence, and should compensate for any excessive hours of duty." (page 33)</p> <p>"There should be sufficient child care staff in numbers, training, experience and aptitude to enable each child to be treated as an individual and developed to his full potential.....For children....with no substantial handicaps or problems, there should be at least one child care worker on duty with no other major responsibilities for each group of ten children, but preferably there should be one child care worker for each group of six children.For childrenwith substantial physical handicaps or who are emotionally disturbed, there should be at least one child care worker on duty with no other major responsibilities for each group of five children, but preferably there should be one child care worker for each group of three children. Where the child care worker has other major responsibilities, e.g. administrative duties or staff supervision, he should not be regarded as a complete unit when calculating the staff-child ratio." (pages 34 - 35)</p> <p>Using this guide as a measure, at any one time, Riverview would have no complete staff units and sometimes would have difficulty reaching a ratio of one or two staff for 50 to 60 boys, all of whom have some problems.</p> <p>.../9.</p>

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	<p>The N.C.C.D. Standards add -</p> <p>"At no time should it be necessary for staff to leave children unsupervised or to abandon even temporarily the regular program to attend to other responsibilities." (page 51)</p> <p>The inadequacies in total staff compliment is further demonstrated by the seeming necessity of employing boys as "staff" and using some of these on "shift work", including "night duty". The boys on "night duty" sleep during the day or have free time.</p> <p>This cannot easily be ceased in the absence of adult staff to take over these supervisory duties. However, the practice leads to stand over tactics and is not acceptable to the Department. Children in care are not referred to Riverview to do night duty and other staff responsibilities.</p> <p>The N.C.C.D. Standards comment upon this aspect -</p> <p>"Authority delegated to a child Under no circumstances should children in detention be allowed to sit in judgement on each other or have authority transferred to them by the staff." (page 85)</p> <p>The Children's Services Regulations on the matter of punishment provide (Regulation 23 (7)) that -</p> <p>"A child shall not be allowed to administer any form of punishment to any other child."</p> <p>Although this is not a direct parallel, the spirit of the law as implied in this regulation may extend to cover one child exercising supervision over another child to the extent this is practiced at Riverview.</p> <p>In the child care area, then, the Institution is very much under-staffed and even if it was up to establishment, it would still be under-staffed when measured on minimal child care standards. Conditions for staff are poor, provision for time off and other basic entitlements are unsatisfactory and wages paid are low which, of course, is reflected in the calibre of at least some of the staff employed.</p> <p style="text-align: right;">.../10.</p>

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	<p>Related to the matter of staffing is the administration of the Institution. In fact, we were quite surprised over some of the administrative methods, so this will be treated as a separate topic.</p> <p><u>Administration:</u></p> <p>The amount of administrative work that is expected of the Superintendent and his wife is astounding. In an Institution the size of Riverview, book-keeping and keeping the boys' records is a job in itself, but when one considers that as well as this, the Superintendent has responsibility for financial records, purchasing, recruitment and payment of staff, ordering of house keeping requirements, ordering of requirements for the work shop, machinery and farm, organizing and recording sales on the farm and work shop etc., then one wonders how these two people survive. When one considers that as well as this, the Superintendent has major responsibility for the management, supervision, programing, discipline and care of the boys, then his job becomes a mammoth task and certainly too much for one person.</p> <p>The administrative requirements of this Institution need at least a full time person who does not have child care responsibilities as well.</p> <p>The N.C.C.D. Standards comment --</p> <p>"Except in family-type (for maximum of 8) detention homes, the superintendent should not be expected regularly to perform functions of the group worker responsible for child supervision, in addition to his other administrative duties." (page 40)</p> <p>The clear division of administrative and child care responsibilities is obvious in the C.W.L.A. Standards also, with qualifications of the executive and the assistant to the executive defined separately.</p> <p>Finance is the responsibility of the Salvation Army authorities, but some comment should be made in this area as it has bearing upon the other issues under discussion.</p> <p>Balancing the books must be a constant worry for the Superintendent. He shouldn't have to do this as well as all the other things. I understand that the system is that he is paid \$1,300 per month and collects the maintenance and child endowment for the children plus farm and work shop sales and then must pay staff, buy food, repair machinery etc.</p> <p>.../11.</p>

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	<p>Any bills that cannot be paid, can be submitted to the authorities, but I gather this is frowned upon.</p> <p>Staff are allowed a mileage allowance of 10c per mile, they supply their own vehicle and purchase their own petrol. They sometimes don't take the mileage allowance as there is not enough in kitty. I wonder if they always draw their own wages?</p> <p>There is obviously insufficient budgeted for Riverview to allow the employment of adequate staff and the conduct of an adequate program for delinquent boys. I have previously mentioned the need for more staff, but the budget does not even permit the filling of vacant positions. Salvation Army Officers are committed to their calling and accept their very low wages (i.e. when compared with other Churches or when one realises that the Superintendent and his wife who are on duty or on call 24 hours a day, 7 days a week together receive less than half that received by a tradesman employed 8 hours a day, 5 days a week), but other people do not fit this category so one advertises for staff and on the low wages offered receives applications from unsuitable people who cannot do anything else so turn their hand to <u>work with children</u>.</p> <p>If the Salvation Army cannot provide Officers, then it will need to employ other people, and pay them adequately. Apart from Salvation Army Officers and omitting the aged and semi-invalided, the only able-bodied employed male staff at Riverview are the two workshop instructors.</p> <p>The financial statement for the twelve months ended 30th September, 1973, is as follows:</p> <table border="0"> <thead> <tr> <th data-bbox="475 1653 576 1675"><u>Income</u></th> <th data-bbox="916 1653 1043 1675"><u>Expenses</u></th> </tr> </thead> <tbody> <tr> <td>Salvation Army \$15,538</td> <td>Wages \$34,539</td> </tr> <tr> <td>Department of Children's Services</td> <td>House keeping 7,723</td> </tr> <tr> <td>& Child Endowment 33,447</td> <td>Rent (to S.A.) 3,577</td> </tr> <tr> <td>Dairy 8,421</td> <td>Pocket money (boys) 681</td> </tr> <tr> <td>Garden and Pigs 5,787</td> <td>Workshop material, machinery repairs 13,632</td> </tr> <tr> <td>Workshop 7,407</td> <td>Incidentals (fuel, light, travelling) 11,061</td> </tr> <tr> <td>Sundries 14</td> <td></td> </tr> <tr> <td></td> <td></td> </tr> <tr> <td style="text-align: right;"><u>\$70,614</u></td> <td style="text-align: right;"><u>\$ 71,213</u></td> </tr> </tbody> </table> <p>(= \$27.4 per boy per week - calculated on an estimated daily average of 50 boys)</p> <p style="text-align: right;">.../12.</p>	<u>Income</u>	<u>Expenses</u>	Salvation Army \$15,538	Wages \$34,539	Department of Children's Services	House keeping 7,723	& Child Endowment 33,447	Rent (to S.A.) 3,577	Dairy 8,421	Pocket money (boys) 681	Garden and Pigs 5,787	Workshop material, machinery repairs 13,632	Workshop 7,407	Incidentals (fuel, light, travelling) 11,061	Sundries 14				<u>\$70,614</u>	<u>\$ 71,213</u>
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	<p>The standards have something to say in this area also -</p> <p>"1. Responsibilities</p> <p>(v) To provide resources</p> <p>(c) Adequate finance - Ideally, policy dictates the need for funds, not funds the nature of the policy. While sound business principles are essential, the real profit of the home is not in money but the development of children." (Victoria, page 17)</p> <p>It does seem obvious that the governing authority of Riverview is not meeting this standard for its institution. The C.W.L.A. Standards in the area of financing and costs may help us to focus on some further pertinent questions:</p> <p>"8.10 Budget</p> <p>The agency should have financial resources and a budget that permit it to carryout its responsibilities for children accepted for care in accordance with approved standards of practice.</p> <p>The budget should provide for meeting direct costs of care for the children the agency undertakes to serve, with allowance for their special needs, for adequate salaries and opportunities for continued development, for a sufficient number of qualified staff and for adequate maintenance of physical facilities. The number of children served and the scope of the agency's services should be no greater than will permit an acceptable standard of service to be maintained with the available funds." (page 95)</p> <p>To pursue this further may cause embarrassment, but I feel the point has been made and the questions for the long term are there to be answered.</p> <p><u>Program for Boys</u></p> <p>This too is inadequate. We have had discussions in this area and have plans to implement a regular assessment / review system for which I will visit Riverview once every two weeks with the Child Care Officer. (He himself is at Riverview on a few days every week.) We hope through this to co-ordinate the social/work/school program for each boy on an individual basis.</p> <p>.../13.</p>

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	<p>Linked with this system there will need to be at least minimal reward-type behaviour-modification program. Such is operated at the school but it will have to operate throughout to be effective. This will demand more of the staff.</p> <p>Frankly, I am loath to ask any more of the Superintendent, but we want an adequate program otherwise holding boys in sub-standard accommodation, risking them to homosexual assault and then doing little or nothing for them is immoral as well as damaging.</p> <p><u>Abscinding and Homosexuality</u></p> <p>There are, of course, other symptoms of unsettled behaviour in the boys, but these two subjects were investigated and are used as examples as they are probably the two factors over which we have most concern. There has, in the last twelve months, been an absconding rate of one boy per week (that is 52 for the year).</p> <p>The break-down of this by month is as follows:-</p> <table data-bbox="580 1294 1117 1612"> <tbody> <tr><td>October, 1973</td><td>11</td></tr> <tr><td>September, 1973</td><td>8</td></tr> <tr><td>August, 1973</td><td>0</td></tr> <tr><td>July, 1973</td><td>1</td></tr> <tr><td>June, 1973</td><td>5</td></tr> <tr><td>May, 1973</td><td>1</td></tr> <tr><td>April, 1973</td><td>6</td></tr> <tr><td>March, 1973</td><td>6</td></tr> <tr><td>February, 1973</td><td>4</td></tr> <tr><td>January, 1973</td><td>3</td></tr> <tr><td>December, 1972</td><td>2</td></tr> <tr><td>November, 1972</td><td>5</td></tr> <tr><td>TOTAL</td><td><u>52</u></td></tr> </tbody> </table> <p>Boys are generally non-specific about their reasons for absconding and some boys repeatedly abscond. It is not suggested that one could or should obviate absconding completely, but it would be desirable that this be cut by 50%. It is not suggested that secure buildings are required as the most effective and positive security is through adequate supervision by staff. Such is lacking at Riverview.</p> <p style="text-align: right;">.../14.</p>	October, 1973	11	September, 1973	8	August, 1973	0	July, 1973	1	June, 1973	5	May, 1973	1	April, 1973	6	March, 1973	6	February, 1973	4	January, 1973	3	December, 1972	2	November, 1972	5	TOTAL	<u>52</u>
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	<p>The N.C.G.D. comment on absconding includes -</p> <p>"Going A.W.O.L. from detention is sometimes caused by defects in building security features or by staff laxity in security routines,.... It may also be provoked by poor detention programing, mishandling...etc." (page 91)</p> <p>As far as homosexuality is concerned, it seems that about 50% of the boys are known to have actively taken part in homosexual activity while at Riverview. Probably about half this number had experience prior to coming to Riverview. At any one time, then, thirteen to fifteen of the boys at Riverview have probably been introduced to homosexual activity, during their stay there. One can expect some playing around between boys as normal in such a deprived and artificial situation, but consent must be expressed over forced participation in such activity.</p> <p>There are, in fact, two or three known incidents of outright rape including a very bad incident two or three months ago. This usually happens with a big boy standing over a younger, smaller and more insecure boy. Again, the only answer seems to me to be the provision of adequate staff supervision coupled with an on-going educational program for the boys.</p> <p><u>Proposed Mulgowie Development</u></p> <p>Although physically the plans of the proposed Mulgowie complex would be an improvement on the unsatisfactory physical situation at Riverview, they do not significantly change the actual care or supervision that the boys will receive. The accommodation as proposed with one set of house parents in a semi-detached unit being responsible for two ten-bed units for boys is not acceptable. Ten boys to each unit is bad enough, but for them not to have their own resident staff for each unit and for the house parents to be in a semi-detached unit is as institutional as Riverview, and the inadequate supervision that this will provide will continue the problems of absconding and homosexuality. This situation is emphasized further by the lack of individual dining facilities for each unit and the provision of a communal dining room. The meal time is one of the most important normalizing experiences for boys and it is not acceptable for this to be in communal dining facilities.</p> <p>.../15.</p>

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15.

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	<p>The Victorian Standards may be referred to again as a guide -</p> <p>"Children must not be housed in large dormitory-type accommodation. Instead of centralised facilities, homes should provide unit services." (page 25)</p> <p>... "Where possible, children should have a properly equipped dining area within their own unit." (page 26)</p> <p>And the C.V.I.A. Standards include -</p> <p>" 7.1. Building plans Construction and arrangement of buildings should allow for daily living and play activities within separate small physical units. From the point of view of the children, unit services rather than central services and facilities are preferable. The possibility of using decentralized units located in different places in the community rather than on the same grounds, such as rented apartments, family dwellings, or small, specially constructed units, should be given consideration." (page 80)</p> <p>The following generalizations should be observed in planning an institution for children:</p> <p>"In planning new buildings, it should be recognized that they may serve their present purpose for no more than 20 to 25 years. Experience has shown that child care practice must be modified continuously in light of new knowledge and changing social and economic conditions." (page 81)</p> <p style="text-align: center;">x x x x</p> <p>"7.12 Dining area A dining area should be arranged and equipped so that children can have their meals in their own living unit, and mealtime can be an enjoyable experience." (page 84)</p> <p>To provide dining facilities for each unit, house parents plus an assistant for each unit of ten boys, and for such staff to be housed</p> <p style="text-align: right;">.../16.</p>

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	<p>physically as part of the unit is only a minimal requirement and anything less is a relic of an unenlightened era. It would be better not to have Mulgowie at all than to build it as is proposed.</p> <p><u>Summary and Points for Discussion</u></p> <ol style="list-style-type: none"> 1. The situation at Riverview, while not being a reflection on present staff, especially the Superintendent and his wife, has pointed up some areas of concern on behalf of children in care placed there. These areas are <ol style="list-style-type: none"> (a) the physical conditions (b) the inadequate program (c) the high absconding rate (d) the incidence of homosexual assault including frank homosexual rape (e) the inadequacy of adult influence, supervision, guidance and counselling. 2. Our investigations of the situation lead us to conclude that <ol style="list-style-type: none"> (a) Riverview is very much understaffed (b) The budget, particularly for staff wages, is insufficient (c) Too much is expected of the staff (d) Staff are overworked and underpaid (e) Thus, supervision, stimulation and care of boys is inadequate (f) On many counts, minimum standards of care for children in institutions are not being met (g) It is an urgent necessity that the vacant staff positions of deputy superintendent, deputy superintendent's wife and three single live in staff be filled immediately and that finance for this purpose be provided. 3. It is our opinion that the proposed redevelopment at Mulgowie will repeat the same conditions (except the physical ones) and permit the same problems to continue although these conditions and problems will be somewhat better housed. The Mulgowie plans are unacceptable on a measure of <p style="text-align: right;">.../17.</p>

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17.

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	<p>enlightened child care practice and experience at Riverview unless</p> <ul style="list-style-type: none"> (a) there is adequate provision for recreation (b) each unit, catering for a maximum of 10 boys has its own adult staff including relief staff (e.g. married couple plus another adult) (c) dining is separate in each unit, with staff and boys eating together - not communal for the whole institution (d) the staff for each unit are in the same building as the boys - not even semi-detached. <p>4. As well as these issues, the following questions need to be answered frankly</p> <ul style="list-style-type: none"> (a) How can an adequate budget be provided? (S.A.? Department? both?) (b) Can the Salvation Army provide or employ staff in adequate numbers and of adequate calibre? (c) Can the Salvation Army finance and provide staff capable of running an adequate and modern training program for delinquent children? (d) Can the Salvation Army provide suitable administrative staff (e.g. Superintendent, less his present overburden of other responsibilities) both in the short-term and the long-term? (e) Who will be the successor of the present Superintendent? Is he competent? Is he being trained for the position? When is a change in Superintendent likely? (f) Should the Mulgowie proposal proceed at all and should the Department subsidize this if it is sub-standard? <div style="text-align: right; margin-top: 20px;">  <u>Senior Child Care Officer</u> 29th November, 1973. </div>