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# CHURCH SOCIAL SERVICES

A Report of an Enquiry into Child Care Services

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**PRESERVATION**

CHURCH SOCIAL SERVICES

A report of an inquiry into child care services

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## FOREWORD

I welcome this comprehensive and well compiled report on the child care services provided by Church agencies.

The Government has always recognised the value of this work and will continue to do so. Dedication, skill, enthusiasm and sheer hard work for little or no financial reward, is involved in caring for children who have the misfortune to be the victims of broken homes. It is heartening that so many people continue to provide this service willingly and cheerfully.

The report and the investigations which preceded it, are good examples of what can be achieved by voluntary agencies working in close co-operation with a State agency. It is my intention to ensure that the findings of the investigation receive every consideration by the Government.

A handwritten signature in black ink, appearing to read "A. J. Lucas". The signature is stylized and written in a cursive-like font.

MINISTER OF SOCIAL WELFARE

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## BACKGROUND TO INQUIRY

1. In response to submissions by the New Zealand Council of Christian Social Services to the Minister of Social Welfare and the Director-General of Social Welfare, the Department, in conjunction with representatives of the Council, has undertaken a comprehensive review of child care services provided by Church agencies. Aspects considered during the inquiry included the existing role of Church agencies, possible future roles, social trends, and Government policy and objectives.
2. The departmental officers responsible for the review were the Chief Executive Officer (Community Services), Mr A.L. Mitchell, and the Senior Executive Officer (Policy), Mr A.G. Nixon. Throughout the inquiry these officers were accompanied by representatives of the New Zealand Council of Christian Social Services who also collaborated in the preparation of this report.

## SCOPE OF INQUIRY

3. During the period 19 July to 5 August 1977 meetings were held with various Church agencies in Auckland, Hamilton, Dunedin, Christchurch, Wanganui, Palmerston North, Hastings, Napier and Masterton. Visits were also made to 26 children's homes in and around these centres varying from the large home caring for up to 60 children to small family-homes. In addition, visits were made to three homes run by private Trust Boards and to eight departmental homes - Weymouth Girls Home, Wesleydale, Hamilton Boys Home, Hokio Beach School, Kohitere, Holdsworth, Beck House and Kibblewhite Road Family-Home. Discussions were also held with senior departmental officers in the districts visited.

4. It is considered that the agencies spoken to and the homes visited represented a reasonable sample of the child care facilities provided by the Churches and other voluntary agencies throughout New Zealand. The information obtained from the inquiry, combined with the information previously available to the Department and the New Zealand Council of Christian Social Services, has been used as the basis for this report.

#### GOVERNMENT POLICY

5. Present Government policy with regard to the child care work of voluntary agencies is expressed in the current subsidy programme administered by the Department under which such agencies may receive:

(a) a capitation subsidy of \$12.60 a week for each child in residential care (if the child is a State ward, the agency receives the normal board rate for a family home foster parent (currently \$24.35 a week) plus the normal capitation of \$12.60 a week);  
and

(b) a capital subsidy of 66 $\frac{2}{3}$ % of the cost of land and buildings or necessary up-grading of existing buildings.

6. In recent years many Church agencies have placed more emphasis on preventive work with families at risk and legislative provision exists for the Department to assist voluntary agencies with this aspect of their work. Section 6 of the Children and Young Persons Act 1974 provides that:

"Such amounts as the Minister approves may from time to time be paid out of money appropriated

by Parliament for the purpose of assisting welfare organisations (whether voluntary, local government, or private) and individuals with projects, schemes, research, or activities designed to implement the objects of this Act".

It should be noted, however, that to date no financial allocation has been approved for this purpose. Consequently, it has not been possible for any grants to be approved.

7. One other aspect of Government policy is worthy of mention. In its 1975 Election Manifesto, the Government emphasised the importance of the family, stating that it "believes the family is the basic unit of our society and that all social welfare policies should encourage or be compatible with good strong family life".

#### THE GENERAL SITUATION

8. The Department and successive Governments have acknowledged the importance of the Church's role in providing child care services. The services they provide complement the services provided by the Department and if, because of financial or other considerations, the Churches were obliged to opt out of child care, New Zealand's social welfare system would be very much the poorer. The Churches' present financial, staffing, and other difficulties referred to later in this report, make this a real possibility.

9. There are a number of reasons why it is felt that the Churches should be actively encouraged to continue with their child care work. First, the present dual service ensures that parents seeking help with the care of their children, have the dignity of the right to choose between State

or voluntary agencies. One of the more significant ingredients of this choice is that parents can be assured that if they place their child with a Church agency, particular emphasis will be given to his spiritual and religious guidance.

10. Secondly, private children's homes have more flexibility than State run homes and are thus able to offer a wider variety of services than departmental homes. For example, the policy of most Church agencies is to keep children of the same family together in the same home. This is rarely possible in the case of departmental homes because the larger institutions segregate the sexes while there is usually insufficient room in a departmental family home to immediately accommodate more than two children from the same family. About 25% of the children in Church homes are State wards and this is indicative of the fact that voluntary agencies are able to provide some facilities that the Department cannot.

11. Thirdly, the voluntary agencies tend to have greater staff stability. Staff are generally motivated by a greater sense of vocation and tend to remain in the same position for a longer period than their counterparts in the public sector. This gives the children a greater feeling of permanence and security. Allied to this aspect is the fact that individual staff of voluntary agencies generally provide a 24 hour a day service, seven days a week, compared with the staff of departmental homes, other than family-homes and foster homes, who work a strict roster system. While it has the obvious advantage of restricting the number of people caring for the children, the system of staffing used by the voluntary agencies, does have serious drawbacks and this is discussed in more detail later in this report.

12. Finally, the Church agencies are able to provide an adequate standard of care for children at less cost than the Department. The current average cost of caring for a child in a children's home run by a Church agency, has been



estimated at \$57 a week, compared with a cost of \$195 a week to keep a child in a departmental boys or girls home. A breakdown of these costs is attached as Appendix I. If, for any reason, the Churches do opt out of child care, the children at present being cared for in their children's homes would need to be accommodated in private foster homes or departmental homes at considerable extra cost to the taxpayer.

13. Clearly then, it is in the interests of all concerned for the Churches to be actively encouraged to continue and, if possible, expand their child care work. It is obvious from the figures that the reverse is happening at the present time. Twenty years ago, the State was caring for about 50% of the total number of children in care and the voluntary agencies were caring for the remaining 50%. At the present time the State is caring for about 80% of the children in care while the contribution of voluntary agencies has dropped from 50% to 20%. Detail of the number of children in the care of the Department and voluntary agencies in selected years since 1940, is attached as Appendix II.

14. This alarming decrease in Church involvement has been clearly illustrated in recent years by the fact that three large children's homes formerly run by Church agencies, have been taken over, at considerable cost, by the Government (Wesleydale in Auckland, France House (now Beck House) in Hawkes Bay, and Whakarewa in Motueka (now being run by the Nelson Hospital Board as a hostel)). Many of the remaining homes run by Church agencies are significantly below full capacity.

15. Wesleydale, in Auckland, typifies the difficulties faced by the Churches in running large children's homes and a summary of the situation leading up to, and following, the Department taking over this home, is attached as Appendix III.

16. There is no simple explanation for the reducing involvement

of the Churches in child care. However, the trend appears to be directly related to the financial difficulties faced by voluntary agencies and to the measure of financial support provided by the State. In particular, the following factors have contributed in varying degrees to the present situation:

- (a) The increasing emphasis given by the Churches to providing residential care for the aged. A number of agencies agreed that child care has had to play "second fiddle" to work with the aged. The capital subsidy available to the Churches from the Department of Health (100% up to a maximum of \$12,000 per bed) is more generous than the capital subsidy for children's homes. In addition, although the Government does not specifically provide a running cost subsidy for old people's homes, all residents of such homes have an income (national super-annuation) from which they can be expected to pay a reasonable amount of board. This, of course, is not the case with children's homes. A full comparison of the care of the aged subsidy programme, is attached as Appendix IV. The relative subsidy assistance available to organisations caring for the disabled, is also shown in the appendix;
- (b) The increasing cost of running children's homes and the inadequacy of the capitation subsidy of \$12.60 a week per child;
- (c) The difficulty in recruiting and retaining suitable staff for residential care of children and the fact that many of the Church agencies are not geared to care for the more seriously disturbed child. Some agencies commented that the children they are now caring for are more disturbed than used to be the case which places

more pressure on staff; and

- (d) The increasing (and encouraging) emphasis being placed by some Church agencies (e.g. Presbyterian Social Services Association, Anglican-Methodist Social Services, Anglican Social Services Association, etc.) on complementing their residential care work by preventive work with families.

17. If the current trend away from child care in the private sector and particularly away from residential child care, is to be halted, or reversed, it is evident from the investigations made that more State resources are going to have to be made available to voluntary agencies. If this is not done, there is a very real danger of the Churches further curtailing their services. In fact, a number of agencies (e.g. Presbyterian Social Services Association (Canterbury), Catholic Social Services (Dunedin and Christchurch) and the Methodist Children's Home and Orphanage (Christchurch)) indicated during the inquiry that unless substantial help is forthcoming, they will not be able to survive financially beyond another two to three years.

SPECIFIC AREAS OF CONCERN AND POSSIBLE  
OPTIONS FOR CONSIDERATION

(a) The Cost of Residential Care

18. The children's homes visited during the inquiry were generally of a satisfactory standard as far as the condition of the buildings is concerned. In many cases there was evidence of recent renovations and up-grading to bring the building up to an acceptable standard. The recently announced increase in the capital subsidy for up-grading (from 50% to 66 $\frac{2}{3}$ %) will be of some help in financing any future up-grading work.

19. However, the main problem is not financing capital works but day to day financing of the running of the homes. At the present time finance for this work is obtained from four sources:

- (i) the Government's contribution, i.e. the capitation grant of \$12.60 a week per child plus family benefit of \$3 a week per child (this is reduced to \$1.50 a week if the family benefit for the child has previously been capitalised for housing purposes);
- (ii) any contribution from the parents towards the cost of caring for the child. This is a comparatively non-remunerative exercise, the average contribution from parents being only about \$5 a week per child (see paragraphs 23 and 24);
- (iii) assured income from investments which in recent years have been seriously eroded by inflation; and
- (iv) donations and legacies from the public.

20. As mentioned in paragraph 12, the present average cost of caring for a child in a children's home run by a Church agency, is \$57 a week. This means that after taking into account the capitation subsidy, family benefit, and any contribution from parents, the Church agencies are required to find the balance of about \$36 a week from their own resources for every child cared for. In a few cases the agencies have substantial investment or other income to draw on and have been able to survive in this way. But the great majority of the agencies are not so well off and their financial situation has become critical. During recent years most have had to "dip" into their capital investments in order to meet substantial deficits between income and commitments. This, of course, is a very short term solution and one which will very

quickly lead to the agencies having to close down their children's homes. The situation has not been helped by the falling away in recent years of legacies to the Churches. A number of agencies commented on this and offered a number of explanations. The main reason is probably the decreasing emotional appeal of children's work. The Churches no longer have the pull of the word "orphanages" as they did in the past, and, unfortunately, mention of deprived children who come from broken and disrupted homes, is more likely to evoke criticism than sympathy. The public tend to regard child care as a State responsibility rather than the responsibility of voluntary agencies.

21. The financial problems of the South Island Methodist Children's Home are typical of the difficulties being faced by children's homes throughout New Zealand. Details of the financial position of this home during the past four years, are attached as Appendix V.

22. It has been argued that there is no longer a need for the larger children's home and that they should all be replaced by the more economical small family-home or villa or private foster home. Advocates of this approach have pointed to the obvious social advantages of caring for children in a small family like setting, and to the ever increasing cost of maintaining large, spacious, mainly old, and sometimes rambling, children's home. What this argument overlooks, however, is that the larger homes are able to provide a particular service that the smaller family-homes or foster homes, cannot. When a family breaks up, for whatever reason, it is obviously desirable for the children of that family to be kept together on a long term basis irrespective of their sex. The smaller family-homes and foster homes and, indeed, departmental homes, are not geared to provide such a service particularly if there are three or more children in the family concerned. The larger children's homes on the other hand are normally able to keep children of the same family together and it is a long established policy of most of these homes to keep siblings together in

the one home wherever possible. There is, therefore, and always will be, a place for both the larger children's homes and the smaller family-homes or foster homes. Having said that it must be added that the number of large children's homes run by Church agencies is considered to be sufficient to meet the country's immediate needs for such facilities. Development of new facilities in the residential care field should, at least in the immediate future, therefore concentrate on smaller children's homes with a maximum of 20 beds or, alternatively, family-homes.

23. It has been said that one answer, at least in part, to the financial problems of Church agencies, is for them to seek a greater financial contribution from the parents of the children in their care, that is, that they should place more emphasis on the "user pays" principle. When a child is placed in a children's home, the parent(s) are normally expected to enter into a formal agreement to contribute towards the child's maintenance. The amount of the agreed maintenance, which is usually enforceable in law, varies depending on the parent's particular financial situation and their ability to pay. The difficulty is that most of the parents involved are either in poor financial circumstances and/or are reluctant to face up to their responsibilities. The situation is complicated by the fact that the relationship between the parents and the Church agency is often a delicate one which is likely to deteriorate if pressure (legal or otherwise) is applied for greater or more regular financial contributions to be made. Such a deterioration could alienate the parents from the agency and jeopardise any chance of eventually returning the child to the family.

24. The Churches are therefore required to walk a fairly narrow tight-rope as far as obtaining maintenance from parents is concerned. In fact their record in walking this tight-rope is superior to that of the Department which also seeks financial contributions from the parents of children in

its care. In the circumstances, and bearing in mind the difficulties referred to in paragraph 23, it is considered that the Churches do all that is reasonably possible to persuade parents to meet their obligations to contribute to the cost of maintaining a child in a children's home.

25. It is clear that if the Church agencies are to continue providing residential care of children, a substantial increase in the capitation subsidy is necessary. If this is not done, the escalating costs of running these homes will force the closure of many of them if not all.

26. Options As stated elsewhere in this report, child care work of the Department and the voluntary agencies is in the nature of a partnership, one service complementing the other. Bearing this in mind, a reasonable approach may be for the capitation subsidy to be set at a nationwide rate on the basis of half the total average cost of caring for each child, currently \$57 a week (see Appendix I). On this basis the capitation subsidy would increase from its present level of \$12.60 to \$28.50 a week.

27. It may not be possible for financial reasons to achieve this goal in one move. A compromise approach may be to move towards the objective of a "50%" capitation subsidy over a period of, say, three years. In the first year the subsidy could be increased from its present level of about 21% of the nationwide average cost of caring for a child to, say, 35%. In the second year this could be increased to, say, 45% and then to the full 50% in the third year.

28. An alternative approach would be for the State to subsidise the salaries of approved staff in children's homes. Salary subsidies are available under other subsidy programmes such as the rehabilitation programme under which the salaries of approved supervisory staff in sheltered workshops or day care centres for the disabled, attract a 75% subsidy. To

extend the child care subsidy programme to provide for salary subsidies, would recognise that one of the major factors of concern in the child care field is the inadequate staffing of children's homes run by voluntary agencies and the escalating cost of staff salaries (see paragraphs 31 et. seq.). The salary subsidy approach would achieve two objectives:

- (i) it would ease the present financial problems of voluntary agencies;
- (ii) it would enable the homes to employ sufficient paid staff to do the job.

On the other hand, a salary subsidy would have two serious drawbacks. First, the concept of subsidising salaries may be considered inappropriate for Church agencies many of which employ voluntary unpaid staff who would not qualify for the subsidy. This is particularly so in the case of Catholic Sisters and Salvation Army Officers. And, secondly, the salary subsidy approach is less flexible than capitation grants which have the advantage of allowing the agency to assess its own priorities as to the use of available funds.

29. Another proposal regarding the capitation subsidy was made during the inquiry. Many of the Church agencies were critical of the fact that when a child leaves a children's home to return to his parents, the capitation subsidy immediately ceases. Thus no assistance is available towards the cost of follow-up work with the family to help the child settle into the family unit again. The suggestion was made that the capitation subsidy should continue for a period of up to, say, three months after the child leaves the home, to subsidise the cost of follow-up counselling.

30. Although the recently increased level of the capital subsidy (from 50% to 66 $\frac{2}{3}$ %), will be of help as far as necessary up-grading work is concerned, it will not assist with the cost of maintenance work, that is painting, roof



repairs, fencing, etc. This can be a substantial expenditure item and consideration could well be given to extending the existing subsidy programme to cover work of this nature. The Department has a considerable financial investment in children's homes and therefore has a vested interest in ensuring that adequate maintenance work is carried out.

(b) Staff in Children's Homes

31. One of the more disturbing aspects revealed by the inquiry was the amount of pressure placed on the staff of children's homes run by Church agencies. Most of the staff are dedicated to working with deprived children and are prepared to be on duty 24 hours a day, seven days a week, with infrequent holidays. A home has been chosen which is typical of this situation and a breakdown of the staff employed there is attached as Appendix VI. The Heni Materoa Children's Home in Gisborne is another case in point. This home has three full-time and three part-time staff on an average salary of \$14.21 a week each plus keep to care for 15 to 16 children. If this home were run by the State, it would have to employ staff on a roster basis to give a 24 hour coverage, and this would entail a staff of up to 16 people. There are many similar examples to these homes.

32. There are a number of reasons for the dangerously low staffing levels of private children's homes. First, of course, is the question of funding staff salaries. Because of the homes' present financial problems, they are unable to afford to employ an adequate number of staff to do the job. Secondly, there has been a decrease in the number of people entering religious orders and thus a decline of people available to the Church for residential children's work. This is particularly evident in the Catholic Church which has a steadily decreasing number of Sisters to call on for this work. Thirdly, the comment was made that fewer lay people than

previously are interested in child care work although this may have something to do with the salary rates the Churches, through necessity, are able to offer.

33. The present very high ratio of children to staff in the care of the Church agencies is potentially explosive. Already there have been two recent examples of experienced, dedicated, and normally highly reliable and competent staff, breaking down under the pressure placed on them. This has been due not only to inadequate staff numbers but also to the staff's lack of capacity to deal with the higher incidence of problem children being admitted to the homes. The homes visited during the inquiry did nothing to allay the concern that must be felt at this situation. The acute shortage of staff also severely restricts the amount of follow-up counselling that can be done with parents when children are returned to their families.

34. Another area of concern although to a lesser degree, is the number of untrained staff in children's homes. Some agencies run good programmes of in-service training for their own staff and many are using the Residential Care Association courses which are becoming available in a wider range of localities. Opportunities also exist for voluntary agency staff to attend, at the State's expense, the three months residential care training courses run on a regular basis by the Department and indeed a number of Church agencies have taken advantage of these courses. The problem is that many children's homes are so short staffed that the agencies can ill afford to release staff for a period of three months. The result is that there are still too many staff members who have to learn the basic techniques of caring for other people's children in groups, by the painful process of trial and error.

35. Options A substantial increase in the current amount of subsidy assistance, would ease the financial difficulties of Church agencies and enable them to employ additional paid staff.

36. This, however, would not be the complete answer. One possibility would be to introduce a system whereby selected members of the Department's residential care staff, could be seconded to the Church agencies for a period of, say, six months. It would be necessary for the staff concerned to continue to receive their existing departmental salary and to maintain their existing seniority and grading. Such a system, as well as easing the pressure on residential care staff, would enable the agencies to take greater advantage of the training opportunities offered through the residential care training courses. It would also provide very useful experience for departmental staff and could be built on to form the basis of an exchange programme for staff. This would ultimately create wider career possibilities for the staff in both services.

37. Another possibility would be to expand the existing use of part-time voluntary staff. A good example of such a scheme is New York's foster grandparent programme. This programme harnesses the talents of elderly retired people to assist in the care of intellectually handicapped children and since its introduction ten years ago, has been most successful. An extract from a recent magazine article giving more details of the scheme, is attached as Appendix VII. What has been successful for intellectually handicapped children, may well be equally successful for other children. There must be many retired people in the community who if they were made aware of the need, would volunteer their services.

(c) Preventive Work

38. A number of Church agencies have recently changed the emphasis of their child care work from residential care to preventive work with families. The objective is to help families through periods of stress thereby preventing the children from going into care. Many of the agencies spoken to

during the inquiry (e.g. Presbyterian Social Services Association, Auckland; Anglican-Methodist Social Services, Auckland; Anglican-Methodist Family Care Centre, Dunedin; Anglican Social Services Association, Christchurch; Presbyterian Social Services Association, Canterbury; and the Manawatu Methodist Social Services Centre, Palmerston North) employ experienced and qualified social workers for this work, each with a case-load of about 20-30 families. Most are paid salaries equivalent to Public Service salary rates for social workers and it was reported that there is little difficulty in recruiting suitable social workers for this work. All the agencies spoken to agreed that there is a tremendous potential for more community counselling and that present activities in this area are limited for financial reasons. All, too, were critical of the lack of Government recognition for this aspect of their work.

39. The Manawatu Methodist Social Services Centre in Palmerston North is running a unique and impressive preventive programme called the "Home Support Service". Under this programme families under stress where there are children under the age of 10, are provided with live-in home help for a period of up to five weeks, thus enabling the children to remain together in their own home. Where there is no spare bed in the home, a caravan is used to provide accommodation for the home help. More details of this scheme are attached as Appendix VIII.

40. The present child care subsidy programme is directed solely at residential care. No assistance is provided for preventive work. The inference is that the State is only interested in providing assistance if a child is removed from the family and taken into care and that it is not concerned with keeping the family together through the use of counselling services. This, of course, is not the case as evidenced by the Government's policy statement referred to in paragraph 7 of this report that "all social welfare policies should

encourage or be compatible with good strong family life". And, as further evidence of its concern to encourage preventive work, the Government has recently approved an extension of the Department's own preventive work by expanding the voluntary social workers scheme and introducing a mileage allowance for the social workers involved in the scheme.

41. In the circumstances it is considered that a high priority should be given to Government recognition of the preventive child care services provided by Church and other voluntary agencies, through subsidy assistance. Such assistance could be provided under section 6 of the Children and Young Persons Act 1974 (see paragraph 6).

42. In the past the argument used against subsidising the preventive work of voluntary organisations, is that it is not possible to make such organisations accountable for their work in this field. It is known how many children are being cared for in a children's home at any one time and it is possible to regularly inspect the home to ensure that an adequate standard of care is being provided. But how do you measure "success" in the area of preventive work and how do you ensure that an adequate service is being maintained? The agencies spoken to considered that the accountability argument is something of a "cop-out". Most if not all the agencies, would be prepared to make their case records available for inspection by a senior officer of the Department and co-operate in any other way required.

43. Options Consideration has been given to various possible approaches to the question of subsidising preventive work. One approach would be to subsidise the salary of one social worker for every, say, ten children the particular agency has in residential care. However, this would be of no help to those agencies which provide minimal or no residential care facilities but prefer to concentrate on providing preventive services. It would also create problems in the event of the number of children in residential care falling

below a previous level. For example, if at the stage the subsidy was approved, the agency had, say, 22 children in residential care and thus qualified for two subsidised salaries, and this number subsequently fell to below 20, the subsidy for one of the social worker's salary would have to be withdrawn. The agency could therefore be financially disadvantaged by returning a child to his family or preventing the breakdown of a family, which would be directly contrary to the purpose of the subsidy.

44. Another approach would be to only subsidise a uniform number of social workers in any particular agency or, possibly, only one supervising social worker in each agency. However, such an approach would mitigate against any expansion of the agency's preventive work services. It would also not take into account the need for more or less preventive service in particular geographical areas.

45. A further option would be to provide a given sum each year either to a District Council of Social Service (when established) or to the New Zealand Council of Christian Social Services for disbursement, as the Council sees fit, amongst the various agencies to assist with the cost of their preventive work. The Council would then be in a position to fix its own priorities and could be expected to account to the Department for expenditure of the subsidy. Another possibility would be for the Department to disburse the funds on specific recommendations of the Council or Councils, having regard to the particular preventive service provided by an agency.

46. Finally, consideration could be given to extending the mileage allowance of 8.7 cents per kilometre recently introduced for the voluntary social workers working with the Department, to social workers employed by voluntary agencies and engaged in preventive child care.

(d) Day Care Services

47. The Churches' response to the day care subsidy programme, introduced in 1973, has been a little disappointing.

Under this programme approved voluntary organisations qualify for a capital subsidy for a day care centre and a capitation grant of \$7 a week for each child who needs to be in day care for "social" reasons and whose parents cannot afford to meet the full costs of the care. The objective of this programme was to encourage voluntary organisations to provide day care centres thereby reducing the incidence of pre-school children going into full-time residential care because of economic and social pressures on the family. Not all the Church agencies have failed to respond to the programme. For example, the Salvation Army has adapted a number of its children's homes to enable it to provide day care for pre-school children. "The Nest" in Hamilton, "Cecilia Whatman" in Masterton, and "The Grange" in Auckland, are examples of Salvation Army children's homes running day care centres in addition to full-time care of children. A Salvation Army Captain commented that since the establishment of her child care centre, there has been a noticeable drop in pre-school children going into full-time care. This comment would appear to vindicate the introduction of the day care subsidy programme and it is felt that other Church agencies could well give more consideration to this aspect of preventive care. The Salvation Army also commented that it has been able to break even financially as far as its day care centres are concerned. This is because it was able to utilise space and facilities already available in its children's homes for the day care centre and because parents directly contributed to the cost of day care with the help of the capitation grant of \$7 a week for each child in appropriate cases.

(e) Co-ordination

48. It is a matter for some concern that most of the Church

agencies spoken to admitted that they are unaware of what other agencies, including Church agencies, are doing in their district in the child care field. They tend to work in a vacuum and when approached for help by a family under stress, no attempt is made to find out whether a fellow agency would be better able to provide the particular service called for. Cross-referrals from one agency to another are virtually non-existent in some areas and it is considered that the overall service could be improved if an effort was made to improve co-ordination. The lack of proper liaison between individual agencies and the Department was also criticised in some centres.

49. Options The proposed establishment of District Councils of Social Service, representing all social welfare agencies in the area, should do much to improve the situation. However, these Councils are still a long way off establishment in many districts and some interim measures are needed. One possibility would be regular meetings, say quarterly, between representatives of the local Social Welfare Office and local Church agencies, with the Department as convener. Regular meetings have recently been organised between the Department's Head Office staff and representatives of the New Zealand Council of Christian Social Services. Nevertheless it is considered that benefits would accrue from similar meetings at district level which could concentrate on local rather than national issues. This proposal was suggested during the inquiry to the Director of Social Welfare at Christchurch who has already taken steps to organise such meetings. Considerable advantages would be gained from other Social Welfare districts following the Christchurch example.

50. It may also be helpful if one officer at each Social Welfare Office were to be made directly responsible for liaison with the voluntary welfare agencies in the district. This officer could also be made responsible for work related to subsidy applications from Church and other organisations



and would be a direct point of contact for the agencies concerned. Implementation of this proposal should overcome the quite frequent criticism made by Church agencies during the inquiry that they are often unsure as to who to contact in the Department when seeking information.

51. The inquiry also revealed a surprising ignorance amongst some Church agencies about what subsidy assistance is available from the Department. Many of the home authorities spoken to were in the process of, or have recently completed, renovations to the home which clearly would have come under the heading of necessary up-grading thereby coming within the ambit of the capital subsidy programme. Application for subsidy had not been lodged simply because the home was unaware that it was available. This problem could be overcome by the Department taking up the Council's invitation to prepare an appropriate chapter in the Council's handbook on child care services.

### CONCLUSION

52. The inquiry has confirmed the importance of the Churches' role in complementing the child care services of the Department. It has also confirmed that the Churches are in serious financial difficulties and that unless more State resources are made available to them, their involvement in child care, which has been steadily declining over recent years, is likely to continue to fall away. The various options discussed in this report aimed at encouraging the Churches to maintain and, if possible, expand their child care services, can be summarised as follows:

- (a) increasing the level of the capitation subsidy so that it approximates half the total average cost of caring for

- each child in residential care or, alternatively, introducing a 75% salary subsidy for approved staff in private children's homes (paragraphs 26-28);
- (b) continuing the capitation subsidy for a period of up to three months after a child leaves a children's home to return to his parents to assist with the cost of follow-up work with the family (paragraph 29);
  - (c) introducing a maintenance subsidy towards the cost of maintaining children's homes (painting, roof repairs, etc.) (paragraph 30);
  - (d) seconding departmental residential care staff to Church children's homes for a period of up to six months, to form the basis of a staff exchange programme (paragraph 36);
  - (e) expanding the existing use of part-time voluntary staff along similar lines to New York's foster grandparent programme (paragraph 37);
  - (f) subsidising preventive child care work (paragraphs 43-46);
  - (g) encouraging the Churches to participate in the day-care programme (paragraph 47);
  - (h) organising regular meetings at departmental district office level with the Department and Church agencies (paragraph 49);
  - (i) making one officer at each Social Welfare district office directly responsible for

liaison with the voluntary welfare agencies in the district and for associated work (paragraph 50); and .

- (j) ensuring that the Church agencies are fully aware of the assistance available to them from the Department (paragraph 51).

LIST OF APPENDICES

Costs of residential child care in voluntary and departmental institutions	Appendix I (page 25)
Numbers of children in residential care	Appendix II (page 30)
Wesleydale Children's Home	Appendix III (page 33)
Care of the aged subsidy programme and rehabilitation subsidy programme	Appendix IV (page 37)
Financial position of South Island Methodist Children's Home.	Appendix V (page 40)
A selected children's home: Staffing situation	Appendix VI (page 54)
New York's foster grandparent programme	Appendix VII (page 59)
Home Support Service of Manawatu Methodist Social Services Centre (Palmerston North)	Appendix VIII (page 61)

A. COST OF CARING FOR CHILDREN  
IN CHURCH HOMES

In November 1976 the New Zealand Council of Christian Social Services conducted a survey of the costs of running childrens homes in the Auckland province operated by Anglican-Methodist Social Services, Catholic Social Services, Presbyterian Social Services, and the Salvation Army. The following represents the average weekly costs of caring for children in these homes:

Expenses on children (including provisions, clothing, laundry, fuel, power and light, travel for children and general)	\$15.38
Wages, salaries and superannuation	\$28.00
Property maintenance, repairs, replacements and equipment	\$ 7.09
Rates and insurance	.75
	<u>\$51.22 a week</u>

If this figure is adjusted for the increase in the cost of living, as measured by the consumers price index, for the period December 1976 to the end of September 1977 (11.36%), the present average cost of caring for a child in a Church home, in the Auckland province, is \$57 a week. There is no reason to assume that the cost of caring for children in homes outside the Auckland province, is significantly different from this.

B. COST OF CARING FOR STATE WARDS IN DEPARTMENTAL INSTITUTIONS

The information contained in this part of this appendix is based on a report dated 12 November 1976 prepared by the Department's Research Section. The information contained in that report was based on the financial costs of the various institutions during the financial year ended 31 March 1976. Because no later information is available at this time (except in relation to national institutions), the costs for the year ended 31 March 1976 have been adjusted upwards by 13.7% which represented the increase in the consumers price index (all groups) in the 12 months ended 31 March 1977. In the case of national institutions, actual costs for the year ended 31 March 1977 are available and have been used. In all the costings no account has been taken of capital expenditure - they are based on running-costs only.

(a) National Institutions

Three national institutions have been used as a basis: Kohitere (capacity 110, average occupancy 96); Kingslea (capacity 60, average occupancy 51); and Weymouth (capacity 60, average occupancy 46). The following table sets out the total costs of running these institutions during the year ended 31 March 1977 and the cost per bed based on both capacity and average occupancy:

Institution	Total Running Costs year ended 31.3.77	Cost per bed (capacity)	Cost per bed (average occupancy)
Kohitere	\$787,347	\$138 a week	\$158 a week
Kingslea	\$583,125	\$187 a week	\$220 a week
Weymouth	\$574,343	\$184 a week	\$240 a week

Based on these figures, the average cost of caring for a child in a national institution during the year ended 31 March 1977 (based on average occupancy), was \$206 a week.

(b) Boys and Girls Homes

Five boys and girls homes have been used as a basis: Owairaka boys home (capacity 62, average occupancy 56); Epuni boys home (capacity 42, average occupancy 38); Hamilton girls home (capacity 28, average occupancy 26); Christchurch girls home (capacity 24, average occupancy 16); and Wellington girls home (capacity 36, average occupancy 28). The following table sets out the estimated total costs of running these homes during the year ended 31 March 1977 and the cost per bed based on both capacity and average occupancy:

Home	Estimated Total Running Costs Year ended 31.3.77	Cost per bed (capacity)	Cost per bed (average occupancy)
Owairaka Boys	\$372,878	\$116 a week	\$128 a week
Epuni Boys	\$343,125	\$157 a week	\$174 a week
Hamilton Girls	\$254,192	\$175 a week	\$188 a week
Christchurch Girls	\$234,113	\$188 a week	\$281 a week
Wellington Girls	\$296,240	\$158 a week	\$203 a week

Based on these figures, the average cost of caring for a child in a boys and girls home during the year ended 31 March 1977 (based on bed occupancy), was \$195 a week.

Note

It is not known why a girls home costs so much more than a boys home to run. This aspect may well be a matter warranting a separate investigation.

(c) Departmental Family-Homes

Family-homes in four Social Welfare districts have been used as a basis: Masterton (4 homes); Nelson (3 homes); Hamilton (6 homes); and Kaitaia (1 home). The following table sets out the estimated total costs of running family-homes in these districts during the year ended 31 March 1977 and the cost per bed based on the average occupancy:

District	Estimated Total Running Costs	Total Estimated Cost Per Child Per Annum	Weekly Estimated Cost Per Bed Per Child
Masterton (average occupancy 19 - 4 homes)	\$48,355	\$2,545	\$49
Nelson (average occupancy 14 - 3 homes)	\$26,866	\$1,919	\$37
Hamilton (average occupancy 31 - 6 homes)	\$65,348	\$2,108	\$41
Kaitaia (average occupancy 7 - 1 home)	\$12,194	\$1,742	\$34

Based on these figures, the estimated average cost of caring for a child in a departmental family-home during the year ended 31 March 1977 was \$40.25 a week. These figures are not strictly comparable with the costs shown for the Church homes, as they



do not include any figures for depreciation, the administration costs which are carried by the district office, or the cost of support by the field staff of the district office.

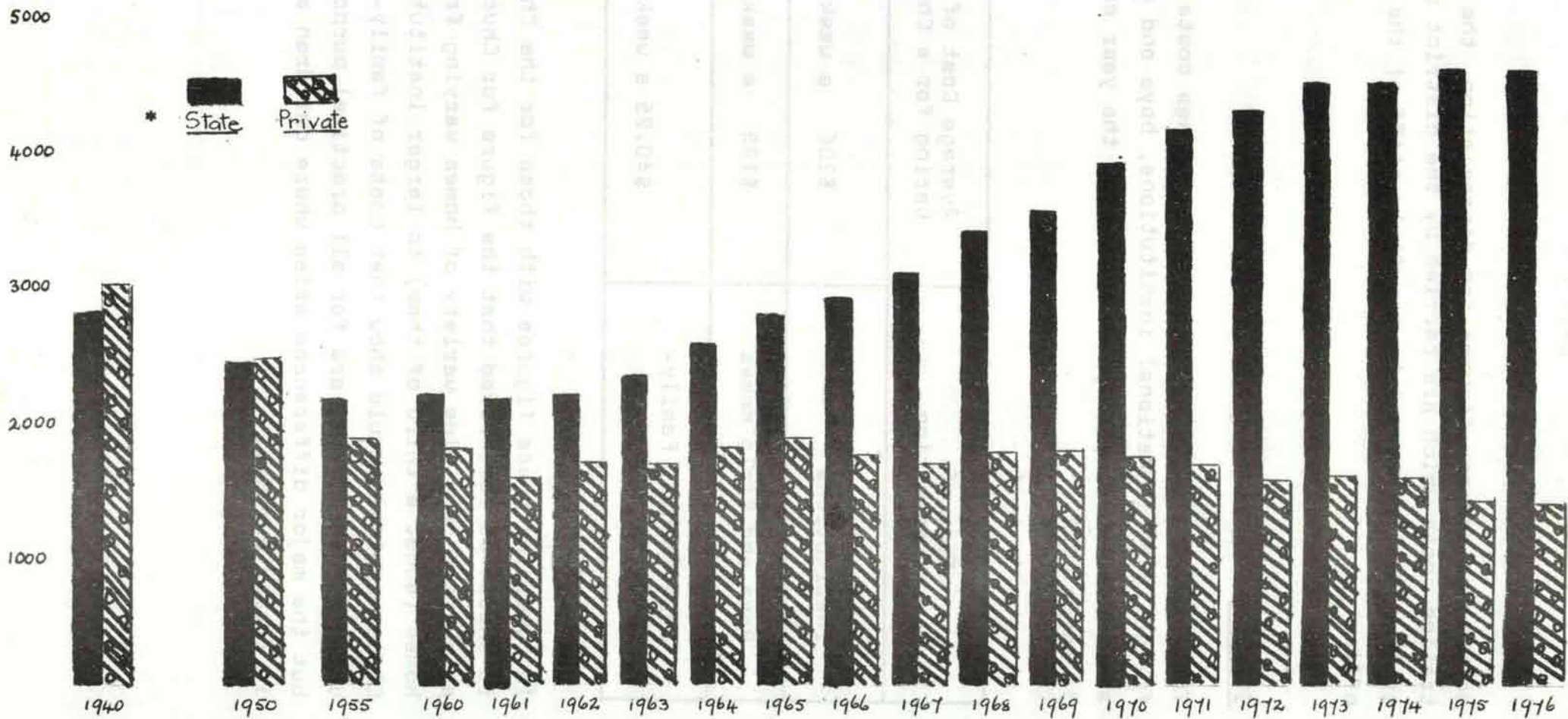
#### SUMMARY

The following table summarises the average costs of caring for children in national institutions, boys and girls homes, and departmental family-homes, during the year ended 31 March 1977.

Type of Institution	Average Cost of Caring for a Child
National Institutions	\$206 a week
Boys and Girls Homes	\$195 a week
Departmental Family-Homes	\$40.25 a week

In comparing these figures with those for the Church homes it should be remembered that the figure for Church homes is an average of a wide variety of homes varying from family-homes (about a third of them) to larger institutions. Closer analysis would show that costs of family-homes, voluntary and State, are for all practical purposes identical, but the major differences arise where children are cared for in larger numbers.

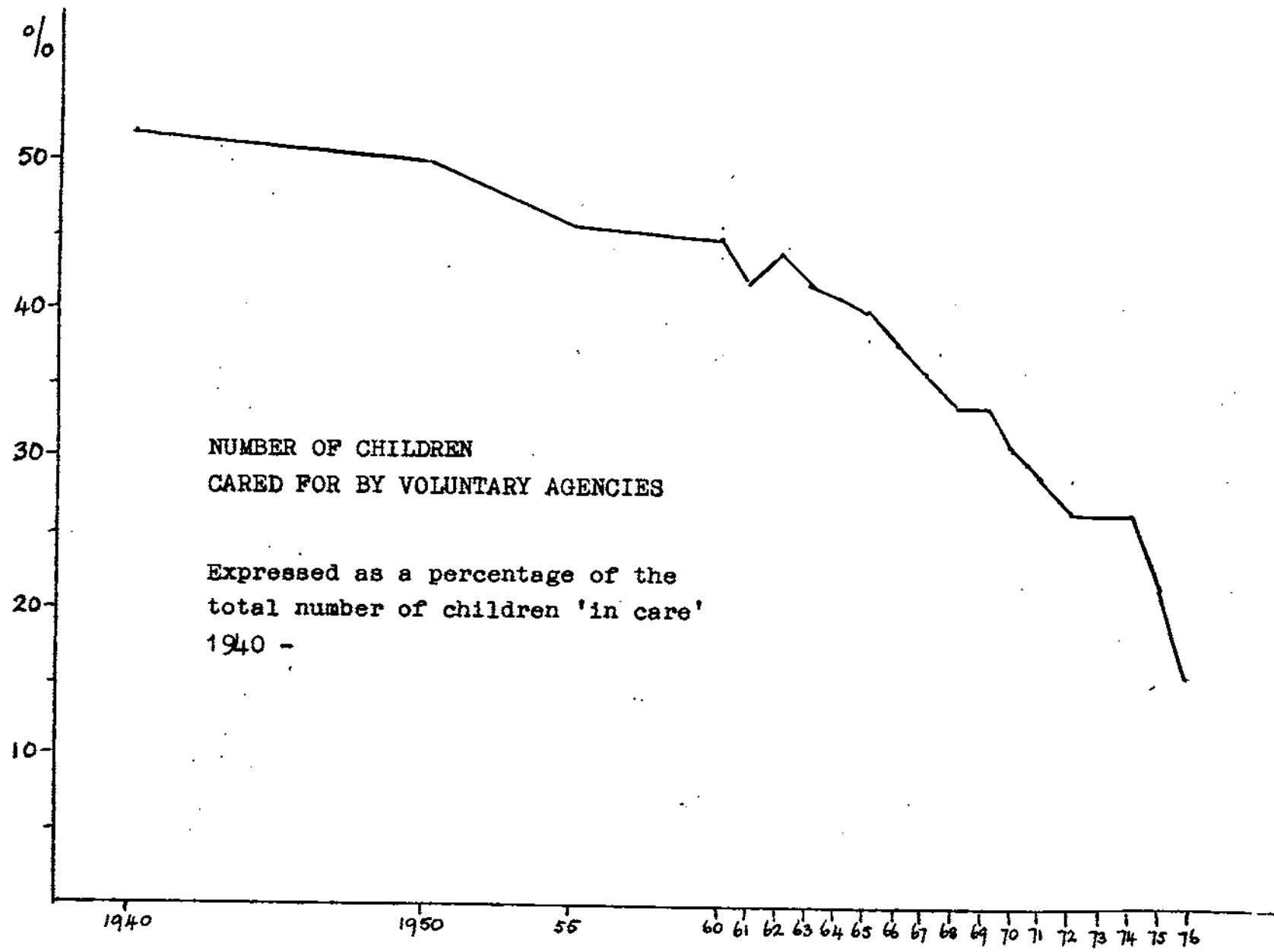
Numbers of Children in the Care of the Department of Social Welfare  
and the Voluntary Agencies for the years 1940, 1955, 1958 and 1960 - 1976



\* See next page for actual numbers of children 'in care'

	<u>† STATE</u>	<u>VOLUNTARY</u>
1940	2,756	2,973
1950	2,402	2,409
1955	2,115	1,823
1960	2,182	1,768
1961	2,130	1,557
1962	2,168	1,685
1963	2,300	1,673
1964	2,542	1,779
1965	2,759	1,817
1966	2,883	1,712
1967	3,054	1,666
1968	3,387	1,737
1969	3,506	1,749
1970	3,868	1,702
1971	4,104	1,654
1972	4,263	1,535
1973	4,460	1,580
1974	4,418	1,552
1975	4,585	1,384
1976	4,560	1,349

† Figures taken from the Annual Reports of the Department and excluding those children who were with relatives, friends or parents, in employment, at university or teachers' colleges or in private institutions.



WESLEYDALE CHILDREN'S HOME

Wesleydale was formerly run by the Methodist Children's Homes Board as a home for boys and girls. At the time the Board closed the home early in 1974, there were about 20 children being accommodated with a staff of approximately 10. In 1972 (the latest information available) it was costing the Board about \$28,000 a year to operate the home.

The decision to close the home was made for the following reasons:

- (a) Cost - The Board was having increasing difficulty in financing the operation of the home. The main burden of cost was staff salaries. In addition, the policy of the Board was to give the children the same standard of living as other New Zealand children as far as education, sports, and hobbies were concerned as well as living conditions. These factors combined to make the cost of keeping the home open prohibitive;
- (b) The need for more trained staff - The children being admitted to the home, came, in the main, from broken homes demanding special care, counselling and discipline. This overtaxed the existing staff resources and had the home remained open, it would have necessitated the Board employing more staff as well as more qualified personnel.
- (c) Social Workers - As with other children's homes, when a child was placed in Wesleydale, the home often became involved in the

problems of his family. This aspect should have been handled by qualified social workers but because the Board could not afford to employ a sufficient number of them, the responsibility for such work usually fell on Wesleydale staff adding to their work load. This created general tension resulting in a high staff turnover.

In the opinion of the Board, Wesleydale could not survive without an adequate balance of social workers for counselling and general preventive work. It became clear to the Board that its residential care services would need to be curtailed in order to free funds for the employment of more social workers.

This was the background to the Board, in February 1974, offering Wesleydale to the Department for rent.

At the time the home was offered to the Department, there was an urgent need in the Auckland area for more accommodation for boys placed by the Courts in institutions. At the time there was only one boy's home in Auckland - Owairaka - which was severely overcrowded necessitating some boys sleeping on the floor. The maximum bed capacity of Owairaka is 56 while Wesleydale would potentially make available another 40 beds.

Wesleydale was considered by the Government to be an ideal immediate solution to the overcrowding of Owairaka. The Home was originally designed specifically as a Children's Home and therefore had many of the specialised features necessary to meet the normal accommodation requirements of departmental institutions (e.g. dormitory, staff-rooms suitably situated for oversight of the boys, cooking and

eating arrangements, and so on). The home was basically sound architecturally and required minimum up-grading. The cost of the necessary up-grading work was \$22,000.

On 3 June 1975, the Government gave the go-ahead for the Department to take over the home. As well as approving the necessary up-grading expenditure of \$22,000, it agreed that the Department should pay rent of up to \$28,000 a year to the Methodist Children's Homes Board. Initially the home was to cater for 24 boys increasing to 40 boys in from two to five years. The Government agreed that a staff of 22 would be necessary to run the home, made up as follows:

- Principal
- Senior Housemaster
- Housemasters (4)
- Assistant Housemasters (7)
- Matron
- Sub-matrons (2)
- Cooks (2)
- Matron's Assistants (3)
- Instructor (Garden)

The total running costs were originally estimated to be approximately \$177,000 a year but the latest figures indicate that the actual costs are running at close to \$300,000 a year. The present occupancy rate is about 36 boys.

The following table compares the present situation with regard to the operating costs of Wesleydale, staffing levels, and number of residents, with the probable situation had the Methodist Children's Homes Board continued to operate the home.

300,000	\$ Present annual running costs
52,600	Estimated annual running costs if home run by Church*
22	Present staffing level
10	No. of staff previously employed by Church
36	Present number of boys in the home
20	No. of children previously resident when Church ran the home

\* 1972 costs of \$28,000 adjusted for increase in consumers price index 1972 - September 1977.



Care of the Aged Subsidy Programme(a) Department of Health

The Department provides capital subsidies to assist religious and welfare organisations to provide residential and geriatric hospital accommodation for the aged.

Details of the subsidy programme are contained in the Department's annual report for the year ended 31 March 1976 on page 86. It should be noted that at the time this Appendix was being prepared, the subsidy rates were under review for possible increases.

The current subsidy rates for the construction of old people's homes and hospitals are \$12,000 per home bed and \$16,000 per hospital bed. In addition, a subsidy of \$500 per bed is payable in respect of land and land development for the initial establishment of homes and hospitals.

Essential fire protection work is eligible for subsidy assistance at 100 percent of actual cost. Upgrading work required for the comfort and care of residents and patients qualifies for subsidy assistance to the extent of 80 percent of actual cost. In cases where existing homes and hospitals are required to change from electric heating to a fuel-burning boiler installation, a subsidy of 100 percent of cost may be approved.

(b) Housing Corporation

In the field of housing for the elderly, the Corporation operates two schemes to assist local authorities and welfare organisations to provide accommodation in this area. Details of these are set out in the Corporation's annual report for the year ended 31 March 1976.

(1) Subsidised Rental Flats

The cost of flats is met by a minimum loan or cash contribution of \$3500 for each flat by the sponsoring organisation, and the balance by way of subsidy. The maximum subsidy available is \$10,000 (\$11,000 in greater Wellington). A contribution of up to \$5000 (minimum \$3,500) per unit must be provided by the sponsoring organisation and may be by way of a loan from the Housing Corporation, at present at 3½ percent interest (reviewable three-yearly), with a minimum repayment period of 30 years.

In approving schemes, costs are expected to be kept within \$15,000 (\$16,000 in greater Wellington) per unit (including land).

(ii) Owner-Occupier (Purchase Flats) and Flats With Tenant Contribution

The Corporation will assist sponsoring organisations with long-term finance to build modest-cost flats for the elderly with provision for the sponsoring group to on-lend to the individual where a need exists. The interest rate on this finance is 9½ percent (10 percent on-lending). In all cases where the individual is disposing of property, contribution of 90 percent of the equity from that property is sought. These same general criteria apply to schemes where the individual is not purchasing the flat but, for a cash contribution, is given long-term tenancy rights. The Corporation can consider, where required, bridging finance to enable flats to be constructed to the point where the purchaser's cash deposit is available.

Subsidies for the Rehabilitation of the Disabled:  
Department of Social Welfare

The following financial assistance is provided by the Department of Social Welfare to approved organisations and incorporated societies which provide sheltered employment, residential care in hostels and homes, and/or day care facilities for the disabled:

- (a) A 75 percent salary subsidy towards the cost of approved paid supervisory staff; and
- (b) A 66 $\frac{2}{3}$  percent capital subsidy towards the cost of land and buildings, or the extension of or alterations to existing buildings, for the provision of workshops.

For the intellectually handicapped, Government assistance to approved voluntary organisations is available on the following basis:

- (a) A 66 $\frac{2}{3}$  percent capital subsidy with a minimum of \$8000 per bed (also available for physically disabled);
- (b) A capitation grant of \$3.50 a day for each child in care (adults qualify for a benefit from which they can afford to pay the cost of their own accommodation);
- (c) Payment of 75 percent salary subsidy for approved administration staff.

South Island Methodist Children's Home

The attached submission on the financial circumstances of the South Island Methodist Children's Home over the years 1974-1977 was handed to the two Departmental officers undertaking the review when they visited the Harewood Road Children's Home on 27 July.

The submission clearly highlights:

- (i) The increasing yearly deficits in the running costs of the organisation's two children's homes:

1974	-	surplus of \$ 2,932
1975	-	deficit of \$ 3,860
1976	-	deficit of \$12,672
1977	-	deficit of \$22,033
- (ii) The erosion of investment and capital funds to meet these operating deficits.
- (iii) An expected diminished inflow of legacies in future years.
- (iv) A deferring of major capital works.
- (v) Insufficient staff numbers to do the work that should be done.

Comments on attached financial statement of  
South Island Methodist Children's Home

The income and expenditure account for the year ending 31 March 1977 is worth analysing a little closer. It shows that the average cost of caring for an average of 82 children throughout the year, was \$27 - \$28 a week. Assuming an average of 29 children in foster care (the number varies from 21 to 37) this leaves 53 in the two homes, being cared for by the equivalent of 15½ full time staff.

The staff salaries shown work out at an average of \$3,530 a year or about \$68 a week. For the hours worked, this is less than \$1.50 an hour. If the staff were to be paid the average ordinary time wage for New Zealand (currently \$118.16 a week), ignoring overtime, this would cost an additional \$40,000 a year. To employ the additional five and a half staff which are needed (see paragraph 16 of the Home's report) would add an additional \$40,000 to the wages bill making a total of \$135,175 a year.

The board payments made to foster parents for the 29 children in foster care average about \$9.00 a week which is less than the Department provides for State institutions to purchase food at wholesale rates. If the Board were to pay \$15 a week (that is approximately the current rate of board payments paid by the Department to private foster parents of State wards), this would add \$9,000 a year to the expenditure.

The heading of "house supplies" in the income and expenditure account will cover food and incidentals which for the 53 children in the homes works out at \$4.66 a week for each child. This is about half the amount provided to buy food for Government institutions at Government Stores

Board contract rates. Similarly the clothing expenditure for all 82 children works out at less than \$28 a year for each child. The Government provides an average of \$200 a year for clothing each State ward. Part of the answer lies in the fact that the home receives considerable donations of food and clothing (it is felt that the \$1,277 shown on the income side as "donations in kind" may be a gross under-estimate). If the Board were to spend in cash the same amount on feeding and clothing the children in its care as the State spends, this would add about \$27,000 annually to the cost of care.

The amount shown against the item for pocket money, averages about 36 cents a week for the 82 children, or if the foster parents are expected to pay pocket money from the \$9.00 a week board they receive, it is 55 cents for the children in the homes. Pocket money for State wards is on a sliding scale related to age, but averages about \$1 a week. If the home were to pay an equivalent rate, it would cost an additional \$2,700 a year.

Thus the more realistic cost of caring for these children would be about \$55 a week rather than the \$27 indicated in the formal accounts.

It is not the purpose of this analysis to imply that the children in the care of the South Island Methodist Children's Home are underfed, poorly clothed, and inadequately looked after by insufficient staff. The present standard of care is adequate. Nevertheless the staff of the home, and the Board, would be the first to admit that they could provide the children with better care if more resources were available to them. The cost difference between the quite inadequate figure of \$27 a week shown in the cash accounting, and the barely adequate \$55 calculated in this analysis, is carried by the dedication of the staff.

This particular home is by no means unique, and has been singled out for this special analysis only because it had taken the trouble to set out its financial situation in particular detail for the purpose of this investigation. It is clear from the figures supplied that the community cannot, for very much longer, expect to have 82 children who cannot be cared for by their own families, cared for by a voluntary agency with the meagre resources which are at its disposal. Either a way is found of giving them the resources to do the job, or it will be done by the State at four times the cost.

SOUTH ISLAND METHODIST CHILDREN'S HOME

Papanui Home, Harewood Road  
and  
Barrington Street Unit Family Home

Information for Mr Athol Mitchel and Mr Nixon

(27 July 1977)

1. Number of Children in Care: (Average from 1.4.76 to 31.3.77)  
82.25

2. Classification of Children in Care:

State wards	21
Others multi problem usually, but problems presented were:-	
View to adoption	2
Homeless (family)	2
Mother depressed	4
Mother in hospital	2
Broken home and mother in psychiatric hospital	6
Management of child - most cases also rejection	13
Broken homes (In two cases the mother is still interested but too inadequate to cope; in other cases the father is in regular contact.)	20
Orphan (An older boy who preferred to remain in care and have regular contact with relations and brother until he goes to boarding school.)	1
One parent dead (In one case temporary care for a boy whose father is dead; in other cases the mother is dead.)	10
Broken home and slow learners	3
	<u>81</u>

3. Statistics of Counselling Work

(a) With families whose children are not admitted into care:

8 families, involving 13 children.

(b) With families whose children have been in our care:

29 families, involving 62 children.

(Most of our referrals are from other Government or Voluntary Agencies who have counselled families before admission. On the child leaving care we consult with the referring Agency as to who, if any, will give caring support to the family.)

4. Foster Care

The number of foster children at any one time fluctuates from 21 to 37. In the last year -

Children in foster homes for 6 months or longer	28
Children in foster homes from 1 week to 6 months	72
Total	<u>100</u>



S.I.M.C.H. 27.7.77

5. Preventive Work

21 families are currently being contacted regularly (63 children). Material support, counselling, help with management of children, and budgetting.

16 additional families were contacted regularly, but are not at the moment in need of regular support.

Girls and boys who were formerly in our care are welcomed either on a social basis or to receive help and counselling.

8 parent and child placements were made within the Home, using our caravan or guest room, while the families were homeless.

4 teenagers were given shelter in the same capacity until accommodation and work was found.

10 children were placed in holiday homes (these children live at home with their own parents.)

18 children attended camps.

A family camp was arranged by members of the Papanui Methodist Church for families in crisis.

6. Day Care

The roll has been as high as 24, but because of accommodation difficulties the number at present is being held to no more than 18.

The number to be provided for when the new Day Care Centre is completed is 24 at any one time. (As not all children attend every day, the roll number will probably be in excess of 30.)

7. Number and Classification of Staff Engaged in Child Care:

<u>Job description</u>	<u>Hours per week</u>
Master	49½ and as necessary.
Matron	49½ " " "
Social Worker	49½ " " "
Family Mother (Barrington St)	49½ " " "
Family Mother (5)	5 x 49½
Reliever	48½
Reliever (Barrington Street)	12
Day-care, Reliever and Laundry Assistant	49½
Cook	45
Domestic	40
Domestic (Barrington Street)	14
Sewing and Mending	20
Laundry	20
Gardener	44

This makes 14 full-time staff and 4 part-time staff, working a total of 738½ hours per week.

8. Total Number of Capitulations Claimed Last Year

(1 April 1976 to 31 March 1977)

Children in Care

Harewood Road Home	579
Barrington Street Home	88
Foster homes	320
<b>Total</b>	<b>987</b>
<u>Day Care (5 hours per day for 5 days per week)</u>	<u>264</u>

9. Deficit for Year Ending 31 March 1977

See separate sheet attached.

S.I.M.C.H. 27.7.77

10. Erosion of Investment Funds

See separate sheet attached.

11. Total Expenditure Incurred in Running the Homes for the Last Financial Year

\$118,463.64 (See also attached sheets)

12. Total Income Received in Last Financial Year

(a) Capitation Subsidies	\$39,467.15
(b) Family Benefit	5,379.00
(c) Parents' Contributions	15,043.26
(d) Maintenance (state wards)	22,633.92
(e) Other sources on behalf of individual children	Negligible
(f) Other income e.g. investments, grants, appeals, etc.	13,906.78
	<u>\$96,430.11</u>

Also Grant from Investment Income \$10,000.00

13. Total Costs of Maintaining a Child per Week: \$27.6214. Total Received for each Child per Week: \$22.48\$ 5.1415. Capital

Income \$10,279.91

Expenditure \$10,621.68 (additional to grants for operating deficit.)

16. Possible Extra Staffing PositionsWithin the Home - 2 positions

- (1) Assistant to Master and Matron to
  - (a) Relieve Master and Matron for time off;
  - (b) Stand in when other staff are sick;
  - (c) Work in Office.
- (2) Additional Help to Family Mothers, either by reducing the number of children cared for by staff or domestic assistance to reduce cleaning workload.
- (3) Present part-time laundry hours to be extended to full-time.

Social Work One more Social Worker to share work load

- (a) Counselling and supporting families in crisis.
- (b) Counselling and supporting foster parents, and campaigning for new foster families, and encouraging their training.
- (c) Establishing contact with parents of children in Homes, and continually planning for the future.

Day-Care - 2 positions

- (1) Part-time Social Worker to counsel and interview prospective day-care families and maintain support.
- (2) Additional full-time staff to give continuity and stability of caring.

Grounds and Maintenance

Part-time person, possibly retired, to assist in both areas.

SOUTH ISLAND METHODIST CHILDREN'S HOMEOPERATING DEFICITS

In 1974 the Home operated with a moderate surplus of \$2932. (This included a special sum of \$1833 from occupancy during the Commonwealth Games). Since then the Home has operated with increasing deficits. The position may be summarised as follows:-

<u>Year to 31 March</u>		\$
1974	Surplus	+ 2932
1975	<u>Deficit</u>	- 3860
1976	<u>Deficit per Accounts</u>	15310
	<u>Less Rent review effect</u> received in 1977	<u>2638</u>
	<u>Net Deficit</u>	- 12672
1977	<u>Deficit as per Accounts</u>	- 22033

Although capitulation increases in 1976 were not reflected for a full year to 31 March, 1977, it is considered that the impact of increased costs for a full year will more than offset this and that the Home can expect a deficit of the order of at least \$30,000 for the year to 31 March, 1978 - possibly more. It has already been necessary to draw \$10000 from the Capital Fund in the first few months of 1977/8

FINANCING OF DEFICITS AND EROSION OF CAPITAL

Ideally the Board would prefer that Interest earnings be added to Capital in order to maintain the Fund in 'real' terms so as to be able to finance an appropriate level of capital expenditure from time to time. The Board has used legacy moneys in this way for many years. The position for the last few years has been.

INVESTMENT BOARD POSITION

<u>Year to 31 March</u>		<u>Home Operating Balance</u>		<u>Net Investment Income</u>	<u>Grants to Orphanage</u>	<u>Legacies Received</u>	<u>Capital Movements</u>
1974	Surplus	2932	+	4603	-	6380	+10983
1975	Deficit	3860	-	6403	-	3462	+ 9765
1976	Deficit	12672	-	7652	8000	40187)	+39830
1977	Deficit	22033	-	10277	30141	26809)*	+ 6985
	4 year Totals	<u>35633</u>	-	<u>28935</u>	<u>38141</u>	<u>76838</u>	<u>67572</u>

\* This increase is largely explained by legacies from one sizeable estate. Further increases of this magnitude are not expected.

Whilst the Capital has grown in the period, it has done so by a smaller amount than the inflow of legacies - part of which have been used up! Furthermore the Board did not undertake any major capital expenditure in the period - although it has been planning do so.

The Board cannot rely on such a heavy flow of legacies as has occurred in the last two years. Further, the value of the Fund although increased in dollar terms has probably not maintained purchasing power in real terms over the four year period with capital construction costs increasing rapidly.

Finally commitment of a substantial sum for capital expenditure will diminish future interest earnings. By the same token the financing of large operating deficits from capital could result in an erosion of the Capital fund at an accelerating rate. This would be an alarming prospect especially if a slowing down of legacies were to occur. In any event the Board is most reluctant to see legacies used to financing operating deficits.

SOUTH ISLAND METHODIST CHILDRENS HOME

INCOME AND EXPENDITURE ACCOUNT FOR YEAR ENDED 31st MARCH, 1977

1976			1977	1976		1977	
\$	Harewood	Barrington	\$	\$		\$	
1675	Administration Charge	2372.50	470.00	2842.50	Maintenance Fees:-		
151	Advertising - Staff	40.39		40.39			
13239	Board Payments	13674.86		13674.86	32214	Capitation Subsidies	39467.15
668	Ground Expenses	330.80	1.19	331.99	14729	Maintenance	22633.92
787	Cleaning	1064.80	1.06	1065.86	6908	Family Benefit	5379.00
3152	Clothing & Drapery	2167.33	100.94	2268.27	14230	Parent Contributions	15043.26
10516	House Supplies	9382.63	3460.99	12843.62	68081		82523.33
906	Insurance	737.91	110.67	848.58	325	Connexional Budget	--
6430	Power Light & Heat	9378.62	1477.09	10855.71	500	McKenzie Trust Grant	--
317	Medical Supplies & Cost	147.24	15.45	162.69	4500	Combined Homes Appeal	6500.00
542	Miscellaneous Expenses	1297.77	40.15	1337.92	2407	Combined Homes Appeal	
1498	Pocket Money	1402.72	140.70	1543.42		ex Investment Board	--
2651	Rates	2723.41	48.30	2771.71	15	Hyman Marks Trust Grant	20.00
2956	Repairs & Maintenance	2412.66	801.80	3214.46	1449	Donations - Cash	2712.98
123	Replacement of Utensils	434.68	66.80	501.48	2366	In-kind	1277.00
44406	Salaries & Wages	50524.72	4202.93	54727.65	53	Interest Received	3989.98
339	School Requisites	467.81	116.03	583.84	300	Fire Insurance Claim 1975 Storm	32.80
100	Sports Ground Equipment	286.01		286.01	2704	Rent Received	3364.00
519	Stationery & General Exp.	1121.93	10.25	1132.18			
978	Telephone & Tolls	1057.52	127.37	1184.89			
1642	Vehicle Costs & Travelling	1869.33	6.43	1875.76			96430.11
4415	Depreciation	3636.25	733.60	4369.85			
		106531.89	11931.75	118463.64			
	Excess Income over Expenditure					Excess Expenditure over Income	
	transferred to Appropriation Account	--	--	15310		transferred to Appropriation A/c.	22033.53
98010			118463.64	98010			118463.64

48.

APPROPRIATION ACCOUNT FOR YEAR ENDED 31st MARCH, 1977

1976 \$		1977 \$	1976 \$		1977 \$
15310	Excess Expenditure over Income for year	22033.53		PRIOR YEARS ADJUSTMENT OF RENTAL INCOME	2638.30
				Grants from South Island Orphanage Board	
			8000	(i) From Investment Income	10000.00
			--	(ii) From Capital to meet years deficit	9519.75
--	Balance to Accumulated Funds	124.52	7310	Deficit transferred	--
<u>15310</u>		<u>22158.05</u>	<u>15310</u>		<u>22158.05</u>

SOUTH ISLAND METHODIST CHILDREN'S HOME

BALANCE SHEET AS AT 31ST MARCH, 1977

<u>1976</u>		<u>1977</u>	<u>1976</u>		<u>1977</u>
		\$			\$
	<u>Current Liabilities</u>			<u>Current Assets</u>	
66	Bank of New Zealand		--	Bank of New Zealand	6779.70
3082	Sundry Creditors	5686.09		Cash in Hand	185.00
426	Surplus from Jubilee Fund	426.45		Post Office Savings Bank	406.76
				Sundry Debtors	6489.65
<u>3574</u>			6112.54	Christchurch Central Mission	3227.00
	<u>Capital and Reserves</u>			Payments in Advance	13.72
20125	Capital	20125.18			
				<u>Fixed Assets</u>	
	<u>Accumulated Funds</u>			Harewood Rd. Land at Cost	15569.11
153414	Balance 31 March, 1976	146104.09		Barrington St. " " "	4375.00
(-7310)	Add Balance from				19944.11
	Appropriation	124.52		Harewood Rd. Home & Out	
<u>146104</u>		<u>146228.61</u>		Buildings - Book Value	103888.00
	<u>Add Grant from Investment</u>			Add Additions	10621.68
	Board for Capital				<u>114509.68</u>
	Purposes	10621.68		Less Depreciation	2290.18
		<u>156850.29</u>			<u>112219.50</u>
			103888	Harewood Rd. Dwelling	
	<u>Reserves</u>			Book Value	859.00
775	Renovations	774.94		Less Depreciation	21.47
2500	Development Fund	2500.00			837.53
--	Swimming Pool	<u>1322.82</u>		Harewood Rd. Furnishings	
			181573.23	Book Value	10890.00
				Less Depreciation	1089.00
					9801.00
				Barrington St. Home Book	
				Value	25290.00
				Less Depreciation	505.80
					24784.20
				Barrington St. Furnishings	
				Book Value	2273.00
				Less Depreciation	227.80
					2050.20
				Tools Book Value	205.00
				Less Depreciation	41.00
					164.00
				Commer Van Book Value	973.00
				Less Depreciation	194.60
					778.40
					<u>170578.94</u>
<u>173076</u>					<u>187685.77</u>
		<u>187685.77</u>			<u>187685.77</u>

50.

STATEMENT OF ACCOUNTING POLICIES

1. Government Valuation 1974 of Property Held:-

	<u>Capital</u> <u>Value</u> \$	<u>Value</u> <u>of</u> <u>Improvements</u> \$	<u>Unimproved</u> <u>Value</u> \$
Harewood Road Property	453,000	161,000	292,000
Land Leased to Ch.Ch. Central Mission	<u>59,000</u>	<u>          </u>	<u>59,000</u>
	<u>512,000</u>	<u>161,000</u>	<u>351,000</u>
Harewood Road Dwelling	21,000	8,400	12,600
Barrington Street Property	53,000	34,000	19,000

2. General Accounting Principles:-

The general accounting principles recognised as appropriate for the measurement and reporting of results of the financial position under the historical cost method have been observed in the preparation of these accounts.

The specific accounting policies adopted in the accounts which affect the results and financial position disclosed are:-

A. Depreciation has been provided for on the Diminishing Value Basis, at the rates of

Home and Outbuildings - Harewood Road	2%
Dwelling - Harewood Road	2½%
Home Building - Barrington Street	2%
Furnishings and Equipment	10%
Implements and Tools	20%
Vehicle	20%

B. Fixed Assets

Land has been valued at Cost Price.  
Other Assets have been valued at Book Value.

C. Sundry Debtors have been valued at expected realisable Value.

SOUTH ISLAND METHODIST ORPHANAGE INVESTMENT BOARD  
INCOME AND EXPENDITURE ACCOUNT YEAR ENDED 31st MARCH, 1977.

<u>1976</u> \$	<u>1977</u> \$	<u>1976</u> \$		<u>1977</u> \$
Expenses & Commission	2.80		Interest Received:-	
8000 Grants to South Island Methodist Children's Home	10000.00	460	Bank	413.57
		7192	Mortgage, Debentures, Local Body Stock & other	5462.92
			Commercial Bills	<u>4403.42</u>
<u>Excess Income over Expenditure</u>	<u>277.11</u>	<u>348</u>	<u>Excess Expenditure over Income</u>	<u>10279.91</u>
8000	<u>10279.91</u>	<u>8000</u>		<u>10279.91</u>

BALANCE SHEET AS AT 31st MARCH, 1977

<u>Capital</u>			<u>Current Assets</u>	
96955 Balance as at 31 March 1976	136794.45	7120	Bank of New Zealand	66336.95
<u>40187</u> Add Legacies Received	<u>26809.57</u>	141	Post Office Savings Bank	145.51
137142	163604.02	<u>1208</u>	Accrued Interest	<u>2067.57</u>
<u>Add</u>		8469		68550.03
(348) Excess Income over Expenditure	<u>277.11</u>	8000	<u>Investments (at cost)</u>	
<u>136794</u>	<u>163881.13</u>	1000	Local Body Stock	5000.00
Less Further Grants to Methodist Children's Home		4000	Preference Shares (Legacy)	1000.00
(a) Capital Expenditure		40000	Debentures	4000.00
Grant	10621.68	61648	Mortgages	40000.00
(b) To meet deficit	<u>9519.75</u>	12177	Other Interest Bearing Investments	--
	<u>20141.43</u>	---	Deposit - General Purposes Trust Board	11590.47
	143739.70	---	Deposit - General Purposes Trust Board	12099.20
		1500	Loan - Papanui Church Trust	<u>1500.00</u>
<u>136794</u>	<u>143739.70</u>	<u>136794</u>		<u>75189.67</u>
				<u>143739.70</u>



## STATEMENT OF ACCOUNTING POLICY

### General Accounting Principles:-

The general accounting principles recognised as appropriate for the measurement and reporting of results of the financial position under the historical cost method have been observed in the preparation of these accounts.

The specific accounting policies adopted in the accounts which affect the results and financial position disclosed are:

#### Investments:

Investments in Local Body Stock, Preference Shares and Debentures have been valued at Cost Price.

A Selected Children's Home:  
Staffing Situation

Background

This home, erected under a testamentary trust in 1943, has been run by the present Order of Sisters since 1952. It is a large and immaculately kept orphanage of the older style which was originally designed with dormitory accommodation and its own school classrooms. Although some work has been done to break up one of the large dormitories into cubicles, it is still not a satisfactory building in which to bring up children. Indeed, the sheer size of the building, 35,000 square feet with ceilings 12 feet high and straight corridors 210 feet long on the ground and first floors, makes it virtually impossible to achieve anything like a homely atmosphere.

The home caters for both boys and girls, from pre-school age to 18 years. In 1952, its stated capacity was 81. It now has a capacity of 74. The average number of children in residence for the last five years has been 64.

Staffing

The following is an analysis of the staff in terms of the positions, the number of staff employed, the duties of these positions, and the hours worked:

Sister in Charge (1) In addition to attending to general administrative duties such as dealing with tradesmen, business people, etc., the duties of this position involve:

- Counselling of Sisters and general support of staff.
- Religious obligations.
- Responsibility for the total management of the institution.

The Sister in Charge does not, as a normal practice, participate in the supervision of the children or their activities.

Sisters (4) Together with the Sister in Charge, these constitute the total religious "staff" living on the premises. Only two of these, however, have direct responsibilities for the daily care and oversight of the children.

Sister A: Teaches full time at the school and has no supervisory child care duties. Her hours outside of school are devoted to religious observations and preparing for the next days' lessons. From time to time, she assists the Sister in Charge with administrative duties.

Sister B: Full time charge of the kitchen. Prepares the menu for the entire home. Supervises and orders all supplies. No child care duties as such.

Sister C: Acts as "house mother" for 18 children, this on a 24 hour basis. Is on the premises the entire time.

Sister D: Full time teacher and "house mother" for 30 children - the latter on a 24 hour basis.

(Note: At the time this data was obtained, there were 48 children in residence at although the average number cared for is much higher (64).)

Non-Residential Child Care Staff (3) These are paid staff, working with the Sister and are employed on the following basis:

7.00 a.m. to 3.00 p.m.  
8.00 a.m. to 3.00 p.m.  
12.00 noon to 8.00 p.m.

While employed primarily to assist the Sisters with the actual oversight and care of the children, these staff spend a considerable amount of time during off peak hours (while the children are away at school) in domestic duties.

Auxiliary Teaching Staff (2) These are part time paid staff teaching music and dancing. They are not available for child care duties in the home itself.

Kitchen Staff (4) Paid staff, employed the following hours:

9.00 a.m. to 2.00 p.m.  
8.00 a.m. to 12.00 noon  
3.00 p.m. to 7.00 p.m.  
staggered hours.

Laundry and General Domestic Staff (5) Again, paid staff working the following staggered hours:

9.30 a.m. to 2.30 p.m.  
9.00 a.m. to 2.00 p.m.  
9.00 a.m. to 2.00 p.m.  
9.00 a.m. to 2.30 p.m. Saturdays  
9.00 a.m. to 2.30 p.m. Sundays.

Gardener and General Handyman (2) The gardener is employed on a full time (40 hours a week) basis and lives on the premises. He assists the Sisters with general duties and transport, and is available at all times except Sundays.

The general handyman is a pensioner who works part time in return for accommodation and meals.

Volunteer Workers In addition to the above paid staff, the home has a dedicated team of interested volunteers who come in as often as they are able. However, they cannot be worked on a time-table basis or be relied upon to call at regular times.

### Comment

To cope with an average of 64 children at any one time, this children's home in effect relies upon two Sisters who have a 24 hour a day, seven day a week responsibility for the children in residence and on the services of four lay child care staff who work staggered hours. Admittedly, pressure on these staff is not great during the day when nearly all of the children are away at school. However, at critical peak hours before and after school, and at the week-ends, the two Sisters who have direct responsibility for the children have only the assistance of five persons to call upon:

- 1 lay child care staff from 7.00 a.m.
- 1 lay child care staff from 8.00 a.m.
- kitchen staff from 8.00 a.m.
- 1 lay child care staff until 8.00 p.m.
- 1 kitchen staff until 7.00 p.m.

In case of an emergency (particularly during the night or over the weekend) there are only five persons effectively available: the Sister in Charge and four other Sisters.

Conclusion:

It is not possible to escape the conclusion that this children's home (and others) is dangerously understaffed. The physical safety of the children is in danger as is the mental health of the staff on whom the community is placing far too great a responsibility.

## A VITAL EXCHANGE OF LOVE AND NEED

**JAN** was a violent 17-year-old mongoloid who had been institutionalized since birth, considered a totally hopeless case by her doctors.

She was like an animal, they said, grunting and squealing, biting anyone who went near her, pulling her hair out in lumps.

She was left alone as much as possible. Her food was shoved at her like an animal in a cage, and she had nothing to do but sit in her cell and fester . . . Then she was moved to the Manhattan Development Centre in New York's Greenwich Village where she met Belle Felner. Belle, a tiny, wrinkled and gutsy 73-year-old didn't know the meaning of the word "hopeless."

She might not have been a trained nurse (she was a former union president) but Belle could give Jan something none of the staff could offer — love and individual attention. After six months, Jan responded and today she is preparing to move to a more advanced school for the mentally retarded.

Belle Felner is one of 120 people over the age of 65 who work with institutionalized children — foundlings, mentally or physically retarded children or autistic children — through New York's

Foster Grandparent programme. Throughout America there are some 10,500 retired men and women looking after 21,000 of these children.

The programme, started 10 years ago, is the first federally approved scheme in the US to offer old people a job to retire to, rather than from.

Marcia Vogel, director of the New York City branch of the programme, knows of scores of cases like Jan's, where a little individual care and love have worked miracles. "The programme was originally started to help retired people," she said, "but it works both ways.

"We found there were many people over the age of 65 who were bored, unhappy and felt that they were totally useless — a drain on society. Yet they were healthy, active and eager to work. They were hamstrung by two things: pension laws forbade them to work for wages, and 65 is the compulsory retiring age in the US."

The federal government offered to sponsor the Foster Grandparent programme, allotting a stipend of \$65 a fortnight to any person over 65 who joined. "Because it was a stipend — a fixed allowance — and not a wage, retired people could go back to work," said Mrs Vogel.

What the federal government didn't

realize at the outset was the project's potential — it was to prove one of the most successful ever devised. It helped old people realize they were still a viable part of society, and it provided institutionalized children with vitally needed love and care.

Belle Felner, for example, has a renewed belief in herself from three years of being a foster grandparent. She knows she can cope with responsibility, she knows she's doing an almost priceless job, and she knows she is desperately needed.

"I've looked after three children in three years," said Mrs Felner. "Jan was my most difficult foster grandchild. She was terrified of me at first. But I stroked and cuddled her and she finally learned to trust me.

"She's come a long way, and I get a great sense of achievement out of that. When she goes to her new school, I'll know it's because of my work — that I made it all possible."

Foster grandparents come from all walks of life. They qualify as long as they are over 65, in the low income bracket, and healthy.

They work four hours a day, five days a week, and travelling expenses are reimbursed. They get a hot lunch every day — something they probably wouldn't have if they stayed home — and they also receive

a free annual medical check-up. In New York, where a visit to the doctor can cost around \$50 with no hope of reimbursement through a health scheme, the check-up means a lot.

Their dedication, says Mrs Vogel, is incredible. "On a snowy day, you'll find most of the young people on the staff have stayed home, but not our grandparents. Some of them have to travel for about two hours to get to their jobs but nothing will keep them away."

Foster grandparents begin their new careers with 40 hours of job orientation in various institutions. They become part of a team and work under direct supervision of qualified staff.

"Some of them become so qualified they pick up symptoms busy doctors sometimes miss," Mrs Vogel said. "I remember one foster grandparent who thought the reason her child was so uncontrollable was because she was deaf.

"The staff pooh-poohed her but she persisted until they tested the child. She was right. The child was totally deaf. Now after three years of treatment the child is well-behaved, completely different and lives in a foster home, not an institution."

In another case, a foster grandparent was caring for a diabetic girl. This grandparent read about diabetes and

learned to recognize symptoms to the extent that she could tell if the institution's staff was not giving the girl the proper food.

"She caught the kitchen staff out twice and complained to the manager," said Mrs Vogel. "Her vigilance upgraded the performance of the staff there."

"I wish the media would stop giving people over 65 a feeble image," complained Mrs Vogel. "My people haven't given up hoping they can make some sort of contribution to society. The last thing they want is to be helpless and dependant upon others."

It costs the federal government \$300,000 a year for the New York City branch of the programme, and only 20 percent of that goes in administrative costs. The drop-out rate is low. Just 10 percent in five years. Mrs Vogel believes this is because being a foster grandparent gives a person "a reason for getting up in the morning."

"We have three weeks sick leave and three weeks holiday for foster grandparents, but do you know what? We can't get them to take it," she said. "Now where else do you find dedication like that?"

Arthur Ford, 65, a former nurse who is now a foster grandparent at the Manhattan Development Centre, sums it up. "My Gary needs me. I can't let him down." ☐

Source: The Australian Women's Weekly, 18 May, 1977.



HOME SUPPORT SERVICES OF THE MANAWATU  
METHODIST SOCIAL SERVICE CENTRE,  
PALMERSTON NORTH

The object of this service referred to in Section "C" Preventive Work, paragraph 38, is to provide a continuing stable home environment for the children where because of some stress on the parents, or solo parent, one or both need to be away from the home for a period. This is normally for up to four weeks, and where there are children under the age of 10 years. The situations of stress or crisis might be:

- (a) a mother is absent due to illness, death or separation;
- (b) a solo parent is absent;
- (c) both parents require a therapeutic period together without the children.

These services provide full-scale care of children including:

- (i) the physical presence and support of a stable adult;
- (ii) home making through cooking meals, cleaning the house, washing and ironing, sewing and mending;
- (iii) child care - supporting the children in adjusting to the absence of the parent,
  - helping children play,
  - assisting with reading and homework,
  - other stimulating activities.

THE NEED:

- (a) Ill health, physical and psychological, requiring a parent to have in-patient or convalescent care away from their family, continues to increase.
- (b) Rising incidence of road accidents, accidents at work and in the home.
- (c) Marriage stress with associated possibility of temporary or permanent separation continues to rise in modern society. Children are especially vulnerable in these situations.
- (d) The therapeutic value of one or both parents having a holiday without the children.

PURPOSE OF SERVICE:

In the above-mentioned crises, stability in the home is a fundamentally desirable feature.

Retention too, of children in their own physical environment, which they know well, is of considerable consequence, enabling them to continue at their own school, their own play groups and community groups.

STAFF AND ORGANISATION:

The Centre has one full-time Home Support Worker engaged in this work, allowing for a short break between each case, when and where this is possible. This is very necessary as the pressure on the Home Support Worker tends to build up from case to case. The service is co-ordinated by our Social Worker. Part of her job is to assess each application, first by a visit to the home, also contact with the agency

the referral came through. In some cases arrangement for a caravan is required, depending on the household arrangement.

The Home Support Worker also has a collection of creative/educational toys as part of her equipment.

USE MADE OF THE SERVICE 1975/76 AND 1976/77:

In the year July 1975 to June 1976, our Home Support Worker helped sixteen (16) different families, caring for a total of 46 children. During this period the Centre was unable to help a further fourteen (14) families, mainly because of over-lapping time schedules.

During the year July 1976 to June 1977, 19 homes were cared for, amounting to 62 children, with a further 12 unable to be helped.

In addition to self-referrals, - referrals come from Home Budgeting Service - District Nurses - General Practitioners - Psychological Medicine Centre - Women's Division Federated Farmers - Public Health Nurses - Birthright - Solo Parents Organisation - Clergymen - Psychological Services Department - Social Welfare Department.

GENERAL:

The Centre has established that there is a definite need for this service. Two workers could be employed in this area but availability of finance prevents us from planning for another worker at present.

The following observations arise from our experience with this service since 1974:

- (a) The worker is accepted by children after a short period of time and the children appreciate the security which arises out of the fact that the worker is resident in the home setting.
- (b) Some parents have remarked that they wish to assess their family patterns as a result of having a person in the home who can understand children, handle finances carefully and be objective about crisis situations.
- (c) The worker is careful not to disturb the norms of family life in each home but her presence often paves the way for more effective communication between parents and children.
- (d) The effect of one person caring for the children for that total period of family difficulty is very marked and children settle more quickly by being able to stay within their own home environment.
- (e) The service has caught the imagination of members of the Churches and the community, some of whom have opened their homes to the children for outings and have been prepared to support Miss Zurcher in her work.

The Home Support Service sometimes highlights social and emotional needs within family life and the social workers at the Centre are available to assist families who ask for counselling or social support.

The following is a copy of the text of a leaflet produced by the Manawatu Methodist Social Service Centre for potential users of their Home Support Service:

"HOME SUPPORT

Miss Bertha Zurcher is our Home Support Worker. Miss Zurcher has had years of experience in social work and is used to being with families and children.

A Caravan may be parked on your property. This van is for Miss Zurcher's private use and provides accommodation for her without disturbing the normal use of family rooms.

Your Family. There must be children under the age of 10 years within the family, and we need to know about the living arrangements for all persons who use the house as a home.

Length of Stay. The social workers at the Social Service Centre make the final decision regarding the length of stay for our Home Support Worker.

A Free Service. There is no charge for this service - Anyone wishing to make payment is welcome to do so in the form of a donation to the Methodist Social Service Centre Home Support Service.

We ask you to provide:

Full board for Miss Zurcher which may include electricity supply for the caravan.

Housekeeping money must be available for Miss Zurcher to use - You will be issued with a receipt for this money and a record will be kept by the worker of all household expenditure.

Child Care: Please inform the worker of all details related to child management. Any physical ailments, difficulties such as bed-wetting. Any special toys like cuddlies that are preferred during times of stress. Any medicine required or regular medical treatments.

It is helpful to know how the parents or guardians usually handle family situations, particularly situations related to child behaviour.

Other details: Such as the names of your doctor or grocer may be required. The worker will ask you to provide any information that she thinks may be needed during her stay, and these details are held in confidence.

It is helpful if the worker can come to have at least one meal with your family before coming to 'live in'. This helps everyone to relax and feel that no-one is a stranger."

No. 5945

CLASS Q362.732  
CHU

Q362.732		5945	
CHURCH social services : a report of an inquiry into child care services / T. Cahill and others. 1977.			
Name	Date Due	Name	Date Due
NACY 78/102	30 JUN 1978		
D Anstiss Dep Labour	<del>29 JUN 78</del>		
G Grainger 12	<del>12 JUN 78</del>		
E. Puster	25.6.79		
F Earl P.M. 14	14 SEP 1981		
N. Stevens.	30 OCT 1982		
			S.W.253