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**A REVIEW OF INC - A PROGRAMME FOR PLACING  
YOUNG OFFENDERS IN THE COMMUNITY  
AS AN ALTERNATIVE TO SECURE CARE**

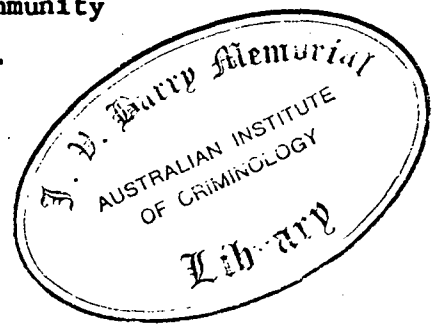
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1983



"A Review of INC - a programme for  
placing young offenders in the community  
as an alternative to secure care."



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## CHAPTER 1.

### INTRODUCTION

Under the Intensive Neighbourhood Care Programme (INC) young offenders are directed by the Court to live with an Intensive Neighbourhood Care Family instead of being detained in secure care. These families are specially recruited, trained and paid by the Department for Community Welfare of the South Australian Government. Otherwise it is the objective of the INC programme that the families, which are matched to the young offenders, should constitute, as far as is practicable, normal every day households living in the community. The first INC placement was made in 1979.

This report documents the results of a study undertaken in 1982 and 1983 to examine the effects of the INC programme. The study and this report have been designed:

1. To provide information collected via rigorous research techniques, for those people outside of South Australia who may consider setting up an INC programme.
2. To provide information useful for improving the INC programme in South Australia.

The study was undertaken to identify factors which have an impact on the success or otherwise of the programme. The objectives for the study are given in greater detail in Appendix A.

The design for the study included 3 major phases an examination of existing data and information, a series of indepth and exploratory interviews, and a series of structured surveys. The methodology is discussed in Appendix B. The methodology and the results for each of the major phases are documented separately in Chapters 4 to 8. The results are summarized in Chapter 3, where conclusions are also presented. The questionnaires used in the surveys are given in Appendix C, and a regional breakdown of the basic tables in Appendix D.

The reader seeking an overview of the research should refer to Chapters 1, 2 and 3.

## CHAPTER 2

### INTENSIVE NEIGHBOURHOOD CARE - BACKGROUND

#### 2.1 History

Current South Australian policies for the prevention and treatment of juvenile delinquency arose out of the observations and recommendations of the 1977 Royal Commission into the administration of the Juvenile Courts Act, the 1977 Nies Advisory Committee report on Assessment and Training Centres and the Children's Protection and Young Offenders Act of 1979.

The original objective in developing the Intensive Neighbourhood Care Programme (INC) was to avoid the recognised disadvantages of institutional care for young offenders. Such institutional care was seen as stigmatising a child, dislocating him from his regular activities and supports, promoting institutional behaviour and fostering destructive peer contacts with other young offenders possibly leading to further and more serious offending. The INC programme may be viewed in the wider context of de-institutionalisation and normalisation which is currently occurring in other social spheres such as aged care and hospitalisation. (1)

Under the Intensive Neighbourhood Care programme, families are selected from the community, trained and paid by the Department for Community Welfare, to provide a supportive family environment for certain young offenders. Young people who have been remanded by a court and who, in the opinion of the court, cannot return home, but for whom secure care is not necessary, may be cared for by an INC family. Where the child is on a remand placement the period of placement is normally about two weeks, although it may be longer if the court case is a complicated one. Longer term placements and a specific and individual programme of treatment are provided for young offenders who would otherwise be placed in secure care by a court. This is available where, in the opinion of an assessment panel, the young person will benefit from treatment in a supportive family environment, and where the offender is prepared to agree to sign a contract specifying his responsibilities to, and expectations of, the treatment programme. This study has been concerned with the latter type of placement, called a "support" placement, which are usually for periods in the vicinity of up to six months.

#### 2.2 Principles and Objectives

The principles behind the INC programme have been based to some extent on a somewhat similar, though experimental, programme carried out in Kent, England. (2)

##### Principles

##### 1. Re-orientation

The INC family placement is designed to provide treatment in a



supportive, accepting and developmental social environment according to a mutually agreed plan for which the young person takes his or her share of the responsibility for its success.

## 2. Community Care

The INC scheme seeks to encourage the community to participate in the social problem of offending youth by sharing in the responsibility for rehabilitation.

## 3. Personalisation

The INC scheme allows a range of treatment according to the needs of the young person and the abilities and qualities of treatment families. The needs of the young offender are to be individually defined and young offenders and families carefully matched to ensure that those needs are met to the greatest possible extent.

## 4. Localisation

Young people will normally be placed in INC homes in their own locality or in an appropriate home in another locality if one is not available locally, or where treatment outside their own locality is required.

## 5. Agreement

The content of the INC treatment programme is mutually agreed between the young offender and the care giving family. It is essential that the young offender participate fully in the decisions that affect him, i.e. the conditions, nature and scope of the treatment.

These principles are embodied in the following objectives:

### Goals and Objectives

1. To provide sufficient facilities to ensure that all young offenders who would benefit from treatment in a supportive, developmental and highly skilled family setting, may receive that opportunity.
2. To provide individual care and support for young offenders under treatment in order to promote adaptive behaviour patterns and value systems during treatment. This may include, but is not limited to, a reduction in the rate of re-offending.
3. To ensure that the young offender moves successfully from the treatment setting to independence in the community, maintaining socially acceptable behaviour.
4. To prevent establishment of institutional behaviour patterns by limiting contact with institutions as far as possible.
5. To prevent broadening of destructive peer group contacts by limiting contact with other offenders.

6. To reduce stigma by minimising contact with secure care and consequent public association with a secure care institution.
7. To reduce trauma to the offender by ensuring the minimum necessary change of environment during treatment.

### 2.3 Management

In an organisational and management sense the Department for Community Welfare has grouped its services and staff into 6 relatively autonomous regions covering the state of South Australia.

The state has a population of 1.3 millions.

Typically the responsibilities of the Director of each region includes supervising a Supervisor of Services to Young Offenders (SSYO) and District Officers. The District Officers' responsibilities include supervising Community Welfare Workers (CWWs) who handle the bulk of the contact with service recipients, including most young offenders and most INC placements. The SSYO has responsibility for the INC programme and is closely involved in recruiting the parents who care for the INC placement, known as INC parents, training INC parents, matching the offender to the INC parents, and setting up and monitoring the placement. Thus for most placements the SSYO and a CWW will both be involved with the SSYO tending to hand over to the CWW. The familiarity each will have with the case and the events before, during and after the placement will vary. SSYOs will hand over some cases earlier than others. While SSYOs and CWWs must work closely together neither in an organisational sense supervises nor has direct responsibility for the other.

## CHAPTER 3

### SUMMARY AND CONCLUSIONS

#### 3.1 The Programme

The INC programme began in South Australia in February, 1979 and was gradually adopted by all six regions during that year. The current assessment and evaluation of the programme considers all support placements up to and including June, 1982. The study identified 239 placements covering 209 young offenders. Data was analysed on 219 of these placements.

The programme aims at reducing re-offending, keeping the child out of institutions, preventing harmful peer group contact but maintaining close ties with the child's family and improving the child's behaviour, self-image and attitude to society. INC aims to be an alternative to secure care and not an alternative to not sentencing or deferred sentencing or other lesser forms of sentencing.

#### 3.2 Overview of Results

Success for the INC programme will always be dependent on the level of difficulty of case placed into the programme. Excellent behaviour at the end and after each placement, a total absence of exposure to secure care, and no re-offending could be achieved by being suitably selective in choosing cases with virtually no difficulties for the programme. However, INC aims to be an alternative to secure care and not an alternative to lesser forms of sentencing. The programme aims at cases where at least some level of difficulty is to be expected. Thus, if observed, excellent results for the programme would be an indication that possibly it was being used for inappropriate cases.

The research clearly indicates the INC is not being used as an alternative to lesser forms of sentencing. In general INC cannot be accused of causing individuals to be sentenced where they would not be if the programme did not exist.

On the contrary the research indicates that INC is being used for cases with a greater level of difficulty than was originally intended. The research indicates that possibly as high as 3 in 4 INC placements have committed more than one previous offence, and a similar number has had secure care experience through remand or detention.

The survey results have indicated that in the majority of cases the programme is seen to be instrumental in improving the behaviour of the INC child, specifically there is an improvement in inter-personal skills and coping skills. The programme is perceived by most of the INC parents involved to be one in which it is possible for them to foster a loving relationship. The programme is generally characterised by positive dispositions. This was evident in the high degree of support which was offered to the research. The INC parents see themselves as being individuals who are in a position to contribute to young people with difficulties and that they have an understanding of these difficulties.

There is a high degree of enthusiasm for developing communication and personal skills. The research indicates that the INC placements by and large are seen to be lacking in these skills.

The programme is seen to be of quite some benefit to both the INC placement and the INC parents and family. By participating in the programme, INC parents feel that they develop further skills themselves and that their children, should they have some who are involved in the programme, benefit as well in a similar fashion. The research would indicate that, if anything, the remaining important challenge in this area is to attempt to instill in the natural family the same development of inter-personal and relating skills. The research indicates that INC placements' relationships with their own families are frequently somewhat lacking.

The research also indicates that INC parents are experiencing some difficulties but they generally show considerable enthusiasm for the programme. The surveys present some data on reoffending. The incidence of being placed in secure care subsequent to the INC placement is lower than the incidence of secure care prior to placement (including remand). Reoffending also is increasing but this may well be the result of INC now being used for more difficult cases.

The study has covered offenders placed in INC. It has indicated that the enthusiasm shown by the Department and INC families for the programme is justified. Consideration should be given to undertaking an audit to establish the number of young offenders not in INC who would benefit from the programme now. It is anticipated that this will indicate a need for additional families. If required, a recruitment campaign to boost the number of families would have the additional benefit in assisting in the two critical management areas for INC, matching the child to the family and managing the pool of families to ensure the ongoing effectiveness and involvement of each family.

Finally a comment on additional management information. While costs and reoffending rates are not necessarily the critical issues consideration should be given to monitoring the relative costs of INC and secure care and to a specific study of the relative reoffending rates for secure care, INC and lesser sentencing options.

### 3.3 Offending

The majority of INC placements have had a long history of offending prior to placement, 80% having had "many or several offences" and 77% some previous secure care experience. Welfare Officers considered that re-offending was the most likely outcome in about a third of cases, and possible in half of the remainder.

The nature of the INC programme is to allow the individual a very high degree of freedom. It is therefore a measure of success that about 70% of placements, during placement, were not involved in an offence where legal action was taken.

When a child is on a bond even a misdemeanour will result in the bond being broken and legal action being taken. The community welfare workers were asked for their estimate of whether an offence was "minor" or "non-minor". On this scale approximately 20% of placements offended in a non-minor fashion during placement and 40% after placement.

About half of the placements subsequently had a secure care placement compared with about three quarters who had had secure care experience through remand or detention prior to placement.

The modal age for re-offending was 14 years.

There has been a pronounced trend since 1979 for more re-offending to be associated with legal action. This is only partially accounted for by the changing age distribution of INC placements and warrants further examination.

### 3.4 Behavioural Changes

Behavioural improvements were shown to peak at 6 months, thus supporting the current policy for 6 month placements.

At the commencement of an INC placement the normal intended length of stay is six months. It is acknowledged, however, that the likelihood of difficulties arising within any placement is often high. Consequently the number of placements that terminate prior to six months is high, where the cause of termination can be any one of a number of things, including the need for the child to be placed back in secure care due to reoffending. It was only in a minority of cases that it was suggested that a placement longer than six months would be beneficial. The survey here, of course, is recording the comments of INC parents and Department for Community Welfare Workers after termination of the placement. The research has not undertaken a longitudinal comparative study. However, the results support the current policy of INC placements being of the order of six months.

Behavioural improvements are mostly retained and, indeed, continue after placements have terminated.

Differences in parental and welfare officer assessments of the child's intelligence prevented an evaluation of this factor on the success of placement but parents' comments suggest that this could be worth further examination and should be considered in planning placements.

### 3.5 Contacts

Contact with the original peer group was found to be impossible to avoid if the children were to retain family contact. However, such contact appeared to be beneficial in at least as many cases as it was found to be damaging.

Family contact was maintained to some degree in almost all cases.

### 3.6 Post-Placement

About one-third of the children were returned to their families after placement, compared with one-half who were living with their families at the time of placement.

Where children did not return to their families the main reason was considered to lie with the family itself - either they were unable to cope or they did not want the child back. Rarely was the reason given that the child did not want to go back.

Both the INC parents and the welfare workers made some contact with the natural family during the placement but little progress was reported in either the family's ability to cope or their attitude to the child and more effort seems to be warranted in this direction.

INC parents maintained contact with the children after termination of placement in about 50% of cases, sometimes up to two years after placement, and continued to help and advise when needed.

### 3.7 INC Parents

INC parents are generally attracted to the scheme by their liking for children and a feeling that they can understand the problems the youngsters are going through.

Nevertheless their own background is not a disturbed one. They are basically drawn from large families headed by two parents, and report having had a happy childhood themselves.

They see themselves mainly as extending their normal family care to include the young offenders and they regard the main objectives of INC parents to be "the provision of a loving and caring atmosphere" or "providing stability and commonsense rules".

Smaller subgroups adopted correctional objectives as their main function or saw themselves as focusing on the child's view of himself.

The research investigated the process by which INC parents and INC children are matched together. It is acknowledged that at any one time the number of INC parents available to take placements is usually not large and so the opportunity to make a matching from a choice of parents is rather limited. Nevertheless, the research does not indicate the placements have failed due to poor matching in relation to ethnic background and intelligence.

INC parents saw considerable benefits to themselves, particularly through increased tolerance, from their involvement in the programme.

Disadvantages such as lack of privacy or lack of free time, which may be considered endemic to a situation where a family takes in a troubled teenage stranger, were not, in general, regarded as serious by the parents.

INC parents felt that placements should not be made into families where there was a child of similar age to the INC child and in general a large age difference between the INC child and the family's own child, was seen to be beneficial to the placement.

Only 2 of the 39 parents in the sample who have since left the programme reported that they were unprepared for what the programme entailed.

### 3.8 Administration

The results indicate that training programmes have become shorter and possibly more effective over time and that welfare workers have become more confident in their selection abilities.

Relations between INC parents and the departmental staff most closely associated with them, the SSYO's, INC Managers and their own support workers, were rated very highly by the parents.

Some problems existed however between INC parents and the child's welfare workers over questions of discipline and parental backup. This would appear to be an area where greater communication would be helpful and general discussion between parents and workers at the regular INC parent meetings could be useful.

The use of contracts, between kids and parents although little used, was generally seen to be beneficial and could warrant greater implementation by departmental staff.

Breaks between placements were regarded as essential but needed to be adopted in accordance with need rather than mechanically, according to some pre-designed rule.

The high response rates reported earlier, from both welfare officers and INC parents reflect the enthusiasm that the participants in the scheme have, this is also evident in the results reported here.

Recruitment of new INC parents has declined since the initial main thrust of the programme in 1979 although several regions are now taking measures to counteract this. There is a great need to increase parent numbers at least to the prescribed 108. Allowing for withdrawal by parents who are currently in the scheme this would mean recruiting up to 30 new parent couples in the near future.

Many of the INC parents would make excellent advocates for the scheme and a large proportion of them have indicated their willingness to take part in recruitment measures, assisted by DCW staff.

### 3.9 Study Methodology and Alternative Methodologies

The methodology for the study included an examination of existing data, indepth interviews and structured surveys of Community Welfare Workers, (CWWs), Supervisors of Services to Young Offenders (SSYO's) and INC parents. A survey methodology covering service providers was used as the study

sought to identify ways of developing and improving the INC programme in a management sense.

One alternative methodology which was considered and rejected was a detailed statistical analysis of Departmental records (Young Offenders Statistical System) to determine trends in offending and sentencing as well as the effects of the INC programme in relation to reoffending. While such a study is possible and would be useful in providing accurate comparisons of the INC programme to other sentencing alternatives, it covers a limited range of data. Conversely the broader survey methodology which was used produced data and results covering a wide range of management issues and possible success criteria, such as behavioural changes and details on the events occurring in each placement. The surveys have however indicated that reoffending is an issue which should be considered in greater detail.

Another methodology considered for the study included contacting the child, the natural parents and others. Valuable as it would be this methodology was rejected for several reasons including issues of confidentiality.

Yet another approach which would form a useful adjunct to this study would be an examination of the full cost of the INC programme and other sentencing alternatives.

The full effects of the INC programme would be quite long term, longer than the maximum time period that could be covered in a single survey and longer than the time since the programme commenced. Thus once the programme has been running for several years some form of long term follow up research would be advisable. However as there is an active policy of non-intervention a long term follow up study could not use the methodology of surveying CWW's and SSOs as used in this study. Nevertheless the survey methodology used here has successfully covered as long a time period as is possible given that the programme commenced in 1979.

### 3.10 Confidentiality

Throughout the research the highest priority was placed on maintaining confidentiality and anonymity. The data was collected from CWWs, SSOs, and INC parents by officers of the Department for Community Welfare, with no possibility of the identity of INC placements being available in any form to other researchers setting up the project, specifying data requirements and analysing the data. Apart from INC parents, no individuals not working for the Department were contacted regarding placements.



## CHAPTER 4

### DATA SOURCES AND REPORTING PROCEDURES

#### 4.1 Existing files

The "Young Offenders Statistical System" contains all the information on the young offender up to the time that the decision is made to send him to INC. Its main purpose is to provide information on broad categories e.g. age of offender, nature of offence, within any given financial year<sup>(3)</sup>. It can be used to obtain comprehensive data on an individual offender, but it is relatively costly to extract such data across several financial years. By accessing the files subsequent to an INC placement by offender code number, it is possible to document all successive offences. This was particularly valuable in this research as it provided information not known to the welfare workers.

The "Manual Card Index". There is a large manual card index which contains information on offences and court appearances of every child in the system. However, it contains little of the background data on the child which was needed, it lists only age, sex, address and offences. Moreover, without specialised knowledge it is difficult to tell from the information listed which are new offences and which are deferred or repeated appearances for the same offence. For this research the timing of the offences was important.

"Accounts data". Using accounts slips it was possible to determine the usage of INC families, the number of INC families that have passed through the system, and the number of INC placements. Previous records of INC support numbers have been taken from this source. It overstates the number of support placements in that the only way of telling from the accounts sheets which is a remand and which is a support placement is by the daily amount paid. Support placements are paid at a higher rate. Unfortunately for statistical analysis, if a remand placement lasts longer than four weeks, it too, is paid at the support rate. Thus figures taken from accounts data confuse the longer running remand placements with support placements.

"'41' Files". These files detail the complete history of the offender as it is known to the department. They are bulky, and extracting even the simplest piece of information from them is time consuming. They will contain all the background data on the placement, and any subsequent offence and/or placement. There is an index in the records section which indicates the location of these files.

Two computer files on INC, the "INC Referrals file" and the "INC Termination file" have been maintained in the Department. These files contain background data on the child, the offences for which he is committed to INC, previous offences and previous INC history. His family history and post-INC placements are also documented as well as the history of the placement itself - that is whether it terminated naturally or broke down. If complete, these files would provide useful basic data except that the

data is recorded on a case by case basis rather than a child basis, and there is no information on behavioural patterns or re-offending after the time of the INC placement. However, compared with the basic records kept by the regions on remand, support and adolescent girl placements, the INC Computer files contain information on less than  $\frac{3}{4}$  of all placements. Moreover, even for those cases that are listed it is frequently the case that up to a half of the required data is absent. For the purpose of this study it was not possible to upgrade the data. It is understood that this system is being replaced.

CHAPTER 5QUALITATIVE RESEARCH RESULTS5.1 Methodology

Over 40 interviews and group discussions were held with a variety of people involved in the INC programme including all the Supervisors of Services to Young Offenders, INC Managers and Project Workers, some District Officers and Community Welfare Workers, Psychologists on Assessment Panels, many INC families, some Young Offenders then at SAYTC (secure care) and who have previously had an INC placement.

These interviews have been used to decide which issues were worthy of further exploration, documentation and analysis. The questionnaires and surveys used later in the study were based upon and developed from the qualitative research.

5.2 INC Evaluation - What is Success?

The most stringent criterion of success would be that the child ceases to offend. One could argue that a basic minimum requirement would be that the child at least not offend during the time of placement. Even this, however, may be too severe in that it does not take into account the nature or severity of the offence. In many cases the offence may be part of the working out of the problems facing the young offender, and, depending on the reactions of the department and the INC parents, may contribute to a positive behaviour change.

T, a girl of 15, ran away from her parents and within a space of just six to seven months accumulated a long list of offences including numerous accounts of theft. While with her INC parents she exhibited signs of self abuse, cutting her arms with razors, etc. and was generally hard to control. She absconded and was involved in an assault on a young lad, more theft, and a serious charge of theft and abduction. In the eyes of many, including her welfare worker, SSSYO and INC Manager, the INC placement was a failure. However, the INC parent exerted a great deal of effort on behalf of the child, as a result of which the child was returned to her INC placement. The fact that her INC parent fought so hard on her behalf made an enormous impression on the girl, who has now re-assessed her situation, settled down and become more tractable. Since that occasion she has not re-offended. It is too early to say whether this is a permanent behaviour change but at this stage it looks possible. On a short run assessment, based on re-offending, this use of INC would be regarded as failure, on a longer run assessment, it may well be a success.

During conversations with departmental staff and psychologists on assessment panels it has been suggested that offending is frequently the result of some unresolved social problem confronting the child. He may lack confidence or self esteem, be unable to recognise and take responsibility for his actions or he may resort to fantasy to escape reality. Poor hygiene habits may make it difficult to obtain or hold a job or to develop many friends.

Poor diet can affect both health and personality. INC parents are selected and trained so that they may attack these problems and bring about a positive behavioural change which will reduce the need to reoffend. Absence of offending is a purely negative measure of INC performance. The positive contributions an INC family can make may be seen in improvements in the mental, emotional and physical well-being of the child.

R, a girl of 14, was one of the earlier placements. At the time that she was placed with her INC family she had attended school only three weeks out of the past three years. She had such a low self-esteem that she would passively allow herself to be sexually abused by the young men who frequented her Hindley Street environment. She was generally dirty, with poor hygiene habits. Her INC parents were not only successful in getting her to take up a commercial training course but, through the example of the INC mother, a strong and determined lady, developed in the girl her feeling of self worth. Today she is 17, married and a capable mother of a young child. She still retains her friendship with both her INC parents and with her old community welfare workers, who report that in her relationship with her husband and child, she mirrors the behaviour and values of her INC mother. While still scruffy, the girl is no longer a passive follower, but an independent young woman.

Behavioural changes may take some time to establish. In the three to six month period in which they are with their INC parents it may sometimes seem as if nothing is changing. Frequently INC parents will report that they seemed to be getting nowhere with a particular child; that, when the placement ended, they considered they had achieved nothing, only to find that maybe six to nine months later, or even longer, the child would re-appear on their doorstep, healthy, well-dressed, with a steady job and quite often, with a boyfriend or girlfriend in tow.

One of the benefits of an INC placement is to expose the child to a new set of values and different role models that they may wish to model themselves on. This must be expected to take time.

In summary, it would be taking too limited a view of the success of an INC placement merely to consider the re-offending pattern. Not only is it only one aspect of success, it may sometimes be a misleading indication. Positive influences of INC families can be seen in behavioural changes but here we need to distinguish between short run and long run effects.

To rigidly assert any formal definition of success would be limiting. Thus while being flexible this study converged on the following definition.

A placement will be considered to have been a success to the extent that it has contributed to a positive behavioural change on the part of the young offender, one such element of which is re-offending; and to the extent that it meets the goals and objectives for INC outlined in Chapter 2.

### 5.3 Families - Selection

The normal procedure for recruitment is by an advertisement placed in the local free issue press, often with an accompanying interview or story about an INC placement. Some recruitment has been by word of mouth and this has been particularly successful with the more recent recruitment of aboriginal INC families. A method which has been successful in the Northern Country Region is the circulation of information through the school system.

After the initial application has been received a preliminary interview is conducted at the local office and where possible, suitability is judged. This is followed by another interview in the applicant's home. Where possible more than one member of the INC team is involved in the initial interviews. This is followed by several weeks of training sessions. The number of training sessions varies between regions. In the city areas where several families are trained at the same time - even if this means amalgamating families from different regions for the purpose of training - the training period is usually about six weeks, two evenings per week. In the country areas, on the other hand, where there are vast distances to be covered it is often not possible to arrange such intensive training and most training here would appear to be on-the-job.

During the training period the families are introduced to the management structure of the INC programme and of the Department for Community Welfare. They are taught the various court procedures in which they will be involved - INC parents attend court with the young offender when sentence is being passed. The nature of assessment panels and other related procedures are explained and the parents are taught a little about the developmental stages that teenagers pass through.

Problems are previewed and the parents discuss their reactions in the group. Throughout the training period communication skills are developed. This is, however, not only a teaching period but also one of assessment by the INC staff. No placement is made until the parents are considered ready to cope.

Most less suitable families self-select out during this intensive phase and only a few families who are judged to be unsuitable after this process actually have to be discarded.

Clarity of motivation was seen as an important element in the selection of INC parents, that is, they should be clear on why they are offering themselves. There is a feeling that the motivation for application has changed since the inception of the scheme three and a half years ago. Applications now are seen as basically money motivated. If seen in context this need not necessarily be a reason for discarding an applicant. The current situation of heavy unemployment has led to many very capable women being excluded from the workforce, and not necessarily only women. Whereas in more affluent times these people would not see themselves as INC parents because of full-time work commitments, their talents may now be turned in this direction. There is thus a potential pool of INC parents that does not yet seem to have been tapped.

It is difficult to assess the number of potentially interested, and able, people in the community. Many social workers seem to feel that there is a small pool of possibles that was tapped in the early days of the scheme and that this has now dried up. However, relatively little publicity has been given to the operation of the scheme so that this could be seen as a pessimistic under-valuation.

Generally it is considered that INC families will be couples between the ages of 25 and 55 but others have not been precluded. Single parents have been accepted into the scheme and have functioned extremely well. Occasionally people younger than 25 have been accepted if they are confident and mature adults. Couples do not have to be man and wife. In some regions defacto arrangements are the norm, and one INC family consists of a mother and adult daughter.

Attributes of potential INC families have not been specified in any rigid fashion. In general it is expected that the family should:

1. Be able to adapt constructively to a new "member" of the family.
2. Have stable relationships with their partner.
3. Be flexible in behaviour and attitudes.
4. Have time to give continuous support and care to the young person.
5. Have reserves of energy and initiative to cope with crisis situations and to ensure positive development in the child.

No doubt the actual interpretation of these requirements will differ according to the person making the selection and a useful exercise would be to attempt to measure the attributes of existing INC families as well as those who have participated in the past but are no longer in the system and to try to relate these attributes to measures of success in INC placements.

In examining the attributes of INC families and matching the same to INC placements it would appear that psychological services and in particular testing would be of substantial benefit. The major limiting factor to using testing regularly only being the limited number of families available in one region at any one time.

#### 5.4 Attributes of INC families

It is desirable to have a wide range of personalities and approaches among INC parents in order that appropriate matches may be made with the needs of the child.

Some INC parents are authoritarian, others relaxed and "lay-back". Some are conscientious homemakers, others run a pretty untidy household. The attributes generally looked for are such things as whether the INC parent is - optimistic, realistic, practical, tolerant, accepting, confident, emotionally strong, physically fit, mature, with recreational leisure time interests outside the family, and with a sense of humour. Other and more objective measures are age, previous experience, own family experience, employment, ethnic group, religion, number of children and age and sex of children in own family. Also current marital status.

Every family interviewed in the indepth research had household pets or farm animals and the families commented on the calming and stabilising effect that they provided for the young offenders.

Opinions differ on whether it is advantageous to have teenagers in the natural family. While it may provide companionship and serve to introduce the young offender to another, and possibly more stable and less offending peer group, it could have deleterious effects on the natural family. In one case the natural son of the family was introduced to the friends of the INC child and, in their company, was led into crime, as a result of which he was brought into court and considered for a possible INC placement himself. In several others the language and attitudes of the natural family's teenager appear to have deteriorated as a result of exposure to the INC child and this has worried the parents, who have contemplated, not necessarily dropping out of the project because of it, but definitely seeking their next placement in a different sex or age group.

Often when teenagers are placed with a family with several children including those of their own age, they tend to group themselves mostly with the younger ones. It has been suggested that this could be the result of some intellectual or emotional retardation.

Many INC parents report positive benefits for their own children as a result of an INC placement. The children learn to be more tolerant, become aware of problems that would otherwise be out of their ken, and to see the consequences of anti-social behaviour. Children frequently become very attached to the INC child and put pressure on their parents to adopt them.

In the indepth research the indication was that the majority of favourable benefits for the INC family arise when the INC child is different in age to their own children and the unfavourable effects come from similar age placements.

The structured interview of all INC parents was designed to get information on this as well as other aspects of the INC placements and the attributes of INC parents.

#### 5.5 Training of INC families

Training takes two forms. One is the training that takes place during the initial weeks before the first placement is made. This generally consists of information on court systems, departmental requirements - records and accounts, the chain of responsibility (the CWW. is responsible for the child, the support worker for the family), how the remand and support system and the adolescent girls scheme work. Some developmental and communication skills are also taught. However, these are frequently developed further in fortnightly or monthly INC parent meetings when all INC parents get together and discuss problems.

INC parents are now regarded as professionals in the sense that they are seen as operating out of professional ethics - confidentiality, respons-

ibility, etc. They are not, however, required to have any sort of professional qualifications. This responsibility may make parents anxious to avoid admitting problems that they feel may class them as failures and have them removed from the INC scheme. On the other hand it may encourage them to develop their parenting skills.

Recently a child committed an offence while in an INC placement and blamed the INC family for her offending. The INC family was then taken to court but were not judged to be guilty. The success of the INC family in this case was largely due to a diary that the INC mother kept of the activities and dealings with the child which accounted for the way in which the child had been treated. Since then all INC families - at least in the Central Western Region - have been required to keep on-going written records. These records are always available to the INC child who is often encouraged to maintain his own record.

Some parents see the regular INC meeting as supportive and welcome them for they are unable, for confidentiality reasons, to speak to other people about the problems they face. They also welcome the extra training they get. Many seem to want more in the way of expertise in communications and developmental stages of juveniles. Some would also like to have more knowledge of wider community related issues.

#### 5.6 Support of INC families

Once the family has accepted the INC placement they are in continuous contact with an officer of the Community Welfare who may be the SSYO, the District Officer, or a community welfare worker. It is the role of this support worker to attend to the needs of the family rather than the child in placement who is the responsibility of a separate officer. Feelings of anxiety, depression, inability to cope, seeming lack of success on the part of the INC parents, must be dealt with in a sympathetic and helpful manner if the family is to continue to operate effectively. For this reason the support worker should be "relations oriented" rather than "task oriented" for maximum effectiveness, and should be quickly available when the need arises.

While the matching of family and young offender has received much attention, the matching of family and welfare worker does not seem to have been so much considered. But personality clashes here could be serious.

At least one INC family withdrew from the scheme because their rulings with respect to the child in their care were undermined by the child's welfare worker. Lines of responsibility need to be clearly defined.

Some placements may be particularly stressful for the INC families and several of them have been led to leave the scheme after their own marriages have broken up. It is not possible to say whether this marriage break-up is more common for INC families than for the general population as there is no comparable data, but it is possible that the extra sensitivity to others, that training and caring for the INC child entails, could be partially responsible.



The functions of support workers is critical. In order to foster the necessary skills to deal with the pressures on the INC family some extra training or in service workshops would be beneficial.

### 5.7 Length of period as INC family

The scheme has now been running for about three and a half years. In the indepth research it was reported that many of the INC families that were initially recruited have now left the department. The general length of life of an INC parent is usually quoted to be about two years. This also happens to coincide with the length of time that a social worker will usually stay in the one location. The reasons are similar. The job involves continuous daily contact with difficult behavioural and emotional problems.

The question is whether the family needs to completely withdraw from the system or whether a six-month break or even a year is sufficient to refresh the system and the willingness of the family to participate.

If taken early enough, before the family is entirely exhausted, a temporary break may be sufficient but there are two problems in trying to get families to do this voluntarily:

1. To admit that they need a break is sometimes seen as a sign of weakness; if the department suggests the break, it may be seen as an unfavourable judgement on their ability to cope.
2. They need the money, \$280 a fortnight tax-free is difficult to forgo once the family finances have adjusted to it.

Possible solutions are to build in a mandatory break period after two years (but some may need it sooner and some not at all) and to find other paid uses for INC parents, perhaps in recruitment, to ease the strain of a reduced income.

Other solutions are to allow a break of about a month after a particularly difficult placement or to require the INC family to take regular holidays, at say six monthly intervals.

INC parents could also be very effective in the support and counselling role since they are very familiar with both the departmental procedures and the needs of other parents.

If they were paid to occupy this role during their "time out" their finances would not suffer, they would get the break they need, and they would not be lost to the scheme. Given the costs of recruitment and training, as well as the difficulties of obtaining new parents, this is particularly important.

### 5.8 Reasons for withdrawal

These are not well known as the stated reasons may not be the real reasons. They include re-location of the family, pregnancy or family problems such as illness, marriage break-ups and inability to cope.

### 5.9 Recruitment of INC families

This is perhaps the most important task of all. The original plan, envisaged 37 INC families for Support purposes and 51 families for Remand placements. Since then 20 families have been added to cope with special INC - Adolescent Girls. In practice families do not divide themselves neatly between the different types of INC but take remand, support or adolescent girls placements as required. A lower level of payment applies to remand placements because it was originally seen as requiring only care and not treatment. In actual fact the care and treatment given to remand and support placements and to adolescent girls does not seem to differ. But the payment practice continues. (Except that where remand placements exceed four weeks they are usually then paid at the support rate.)

The above amounts to a total of 108 families. Now, almost four years later, the total has not even reached 88. There is still much to be done to recruit new families, both to get the total numbers up to strength and to replace families that withdraw.

Several regions are interested in extending the adolescent girls scheme to include emotionally distressed adolescent boys. As these placements are for up to twelve months this would increase the need for families. The same applies to other extensions of the INC criteria - such as the possibility of placing offenders in INC while they are still relatively tractable and not waiting until their offences are serious enough to place them under threat of secure care, or the option of increasing the length of an INC placement.

### 5.10 INC placements - Selection Criteria

A referral to INC may be made from a number of sources. These are the community welfare worker, the assessment panels at SAYRAC and SAYTC, the SSYO or the INC Manager. These referrals are then considered by an assessment panel and, theoretically, the final decision is made by the SSYO. It then goes forward to the court as a recommendation which the court may either accept or reject.

It sometimes happens that a lot of pressure may be put upon the SSYO to accept a placement in INC (especially from SAYTC) which he considers unacceptable. Subsequent failure of placement may be costly to the community in terms of re-offending and costly to the scheme in terms of stress to the INC families. INC families need to be seen as a relatively rare and valuable resource which needs to be conserved.

The group discussion at SAYTC with youths who had previously been in INC revealed that they would all accept an INC placement if it was offered to them - only to abscond at the first opportunity. In the restricted atmosphere of secure care it is possible that some of the more intelligent and fluent of the young offenders could put on a "good act" in order to effect a release from secure care.

Not all offenders are suitable for INC. Those who have been charged with crimes of violence will normally not be considered and those who are old enough to be independent may not be suited to a family environment. Others may not be able to stand the intimate family setting, depending on their previous experience. It was pointed out that where a child was old enough to be independent soon and would probably benefit by being separated from his family, an INC placement could set up expectations in him of change in his own family and he may return hoping that it will be the same there, thus delaying the necessary break. The psychologist on the assessment panel will normally examine this aspect.

#### 5.11 Matching Young Offenders with Families

Although a stated objective, the limited number of INC families relative to the number of young offenders needing to be placed has made it very difficult to do very much matching of young offenders with families. Moreover there is not very much information on the kind of matching which leads to effective treatment. In the early days of the scheme, Central Western Region attempted to generate some psychological profiles on its INC parents to help in this matching procedure but it was discontinued, apparently out of concern that such information on parents, who are formally staff of the DCW, could be used to their disadvantage.

In one respect it has become necessary to recruit special INC families in order to correctly match. This has been so with certain aboriginal offenders who resist "white authority". Aboriginal offenders, however, present problems, in many cases, of a different nature from that of white offenders; so much so that this is probably better considered in a separate study, the reason being that, especially in the country areas, but also true for some city regions too, the problem is basically not an offending problem but a social one.

Most young aboriginals in country areas are unemployed and likely to remain so. They are bored. When arrested for some offence resulting from boredom and frustration they frequently opt to be sent to SAYTC where there are organised events in the craft workshops, gym and television. This is frequently where all their "mates" are and being sent to SAYTC has status in the community. The basic cause of their offending is unlikely to be solved by an INC placement. In fact one young lad, persuaded by his social worker to accept such a placement, promptly stole a car and crashed it to ensure his relocation to SAYTC. (Three good meals a day is an extra inducement to many!)

The particular problems of aboriginals on INC placements at Alice Springs where the offenders are from semi-tribal communities would also be best dealt with in this separate study. Here the problem is essentially one of semi-tribally trained youth breaking white laws which have no standing in their community. According to the SSSYO at Alice Springs, they never break their own tribal laws.

INC placements however seem particularly appropriate for city aboriginals who have adopted white lifestyles. Here a white family can serve the

purpose of providing value sets and role models in the same way as they do for white offenders. These placements were included in the study.

There has been discussion about matching for other ethnic groups, for example, Greek or Italian children, but little has been able to be done along these lines. The study examines the ethnic composition of INC families as well as of INC offenders.

Other forms of matching are by class, personality, perceived needs on the part of the child and the abilities of INC parents to attend to these needs. This last form of matching is the less mechanical and potentially the most valuable. It requires that detailed knowledge be kept by SSYO's on the skills and abilities of INC parents.

#### 5.12 Type of Contracts Entered into

Each child upon placement in a home signs a contract to say that he will stay there and accept the rules and conditions of the home. His natural family may also sign, accepting the placement. In addition the INC family meets with the relevant social workers and the INC child to draw up a contract specifying the goals and objectives of the treatment relevant for the child. This takes place after the first three weeks of placement.

There is a danger that these contracts could be merely a formality, with people signing them mechanically without any form of commitment to the treatment. In the indepth research this has been documented in the interviews with INC families.

#### 5.13 Length of Placement and Incidence of Break-down

Although the normal length of placement for INC support is six months, a placement may be made for an intermediate period or even for a flexible period, say four to six months. It is thus not possible to tell simply by considering the length of time the placement actually lasted whether it broke down or went its full term.

The length of placement is an important issue. On the one hand there is the feeling among some SSYO's that the current limits are undesirable. The argument is that a time limit is artificial and that the placement should last as long as is necessary for the welfare of the child. Such a ruling would be subject to the subjective assessment of the SSYO or appropriate officer. It would make financial control very difficult.

Others argue that the current limits, or some form of limits, are a desirable thing. They serve to limit the extent of government interference and they are useful in removing a child who has received the maximum benefit that the INC placement can provide. Sometimes the child becomes very attached to the INC parents and will not wish to leave. Often they recommence their "unacceptable" behaviour - staying out without permission, rudeness, etc. - in an effort to convince the department that they need to stay longer. Where the department has given in and extended the period, the behaviour disappears, only to re-appear as the new limit time approaches.

Where the extension is refused the behaviour seems to cease of its own accord.

Also, some INC parents become attached to the children, especially when the difficult behaviour period is over and the children have become tractable and acceptable members of the household. It would be inefficient to extend such placements because the benefits have now been reaped. A time limit which is fixed in advance has the dual advantages of guiding the parents and the child towards the eventual break and not placing the staff in a position of offending the INC parents or distressing the INC child, by seeming to act against their wishes.

If necessary, a placement can be extended within the current guidelines - by "jumping up and down", or in other words, putting some pressure on the system. This is a safety factor which provides for extension when sufficient cause can be shown but prevents the unnecessary extensions.

However, it is possible that in some circumstances the current six month upper limit could be increased with benefit. This has already been done in the special INC adolescent girls' scheme where girls suffering deep emotional troubles can be placed with an INC family for 12 months or longer. There is already evidence to suggest that some male offenders could also fit the category of emotional disturbances requiring more than six months care. At the present moment they are likely to be rejected as candidates for INC at the assessment panel stage because their problems cannot be solved in the six month limit. Staff in the Central Western Region estimate that if such a scheme existed they could have placed about four to five boys in such a scheme over the past five months. If similar estimates can be made for the other regions there may be an unaddressed need of some 30 to 35 youths per year.

The Kent scheme (2) on which the INC programme was based allowed for placement periods of between 12 and 18 months, even 24 months. The difficulty of extending the length of time in this way is the limit on the number of INC parents available. At present there is little excess capacity in the scheme. It is also questionable whether the marginal returns, even if positive, are worth the costs to the scheme (in terms of other placements prevented).

#### 5.14 Type and Quality of Post-INC placements

The placement of the child after the Inc term finishes is the responsibility of the child's community welfare worker. A common complaint in the system is that insufficient effort is put into finding the right position for the child, thus undermining the positive benefits of the placement.

The CWW is responsible for maintaining relations with the INC child's natural family and possibly re-educating them for the child's return. In practice little seems to be done in this regard. It seems that, in many cases, the natural family do not assume sufficient responsibility for their own child. Where the natural family is willing to receive the child

but unable to cope it would be beneficial to them and to the child if they were to be encouraged to seek some form of professional or semi-professional help. A subsidy to attend a personal relations or family communications course, such as the programmes provided by "COPE", could result in a child being successfully re-united with his/her natural family.

Failing a return to the natural family, the alternatives are friends, foster care (very difficult to obtain for teenagers, particularly troubled ones), residential care or independent living. Where the latter is desirable efforts should be made to see that the child can function independently - for example that he should be able to shop and feed himself adequately, that he is capable of maintaining a separate establishment and obtaining some form of employment.

## CHAPTER 6

### METHODOLOGY

#### 6.1 Surveys

The quantitative survey research involved three formal surveys. One questionnaire was filled out by INC parents and contained data on their background and on their experiences with the INC programme. INC parents also filled out a second questionnaire where one copy of the questionnaire was filled out for each placement that they had handled. This questionnaire collected data on the individual placements. Paralleling this questionnaire was a third questionnaire which was filled out by the Community Welfare Workers employed by the Department. One copy of this questionnaire was filled out for each INC placement. Copies of the questionnaires are given in Appendix C, whilst further details on the methodology are given in Appendix B.

#### 6.2 Survey Samples

As discussed in Chapter 4, the regionalised and decentralised nature of the Department and the state of the current reporting procedures is such that a complete list of all INC families and INC placements was initially not available. Through close contact with departmental staff, particularly in the regions and through a detailed examination of the department's financial and other records, it was possible to create a list of INC families and INC placements. Putting aside the INC remand services, lists of INC families and INC placements were developed. These lists were developed to cover all the placements since the inception of the INC support programme.

Since the beginning of the INC support programme there has been a natural turnover of Community Welfare Workers and INC parents. Thus it could be anticipated that the current location of some ex-INC families would not be known. Of the 102 INC parent households in the survey sample a total of 81 responded. It is estimated that about half of the 21 non-responses related to ex-INC parents who did not receive any of the correspondence directed to them in relation to the study. That is, the current whereabouts of these parents could not be established. The procedure for tracking down ex-INC parents involved both telephone calls and letters. Thus of those INC parents whose whereabouts were known there was in the vicinity of 90% response rate in the surveys. This high response rate is indicative of the positive attitude of the INC parents. It is also a reflection of the substantial effort which was put into establishing close contact with parents and departmental staff. The 81 INC parent households that responded accounted for 189 of the placements. Keeping in mind that some INC parents could not be tracked down and thus responses from some parents on INC placements would not be available, the response rate from INC parents regarding individual placements is extremely high.

In relation to the survey of Community Welfare Workers and other departmental staff it was possible to obtain responses with regard to 171 of the INC placements. Particular problems were encountered in obtaining responses

for placements made early in the INC support programme where the Welfare Worker who originally handled the case was no longer employed by the Department.

The response rates for the survey are summarised below.

Responses regarding placements

Number of placements for which responses received from INC parents	189
Number of placements for which responses received from Community Welfare Workers	171
Number of placements for which responses were received from parents and Community Welfare Worker	141
Total number of placements on which observations were possible; responses received from Parent and/or Community Welfare Worker (sample size)	219
Total number of placements in the population	239
Total number of children in the population (some children have more than one placement)	204

### 6.3 Data presentation

The results of the survey are presented in Chapters 7 and 8. Chapter 7 contains an analysis of the results as they apply to the INC child and Chapter 8, the results concerning INC parents. In many cases similar questions were asked of both the departmental staff and the INC families. There is obviously value in comparing the responses to these similar questions. It is important, however, that the reader also be aware of the source of the response given in each table and thus indication of the source is given in every table heading.

### 6.4 Primary results and regional variations

In Appendix D some of the primary results for the survey are presented broken down by region. The Department for Community Welfare allows a high degree of autonomy within the regions. Thus inter-regional comparisons are particularly valuable as it can be said that there are in effect six separate INC support programmes running, one in each region. As the programmes are different within each region, it will be possible for



regional officers to draw useful comparisons highlighting the ways in which the programmes can operate more effectively. The tables in Appendix D should be examined in the light of the discussion of the preceding chapters.

### 6.5 Random Sampling

Some thought should be given to the possible existence of random error factors in the data. Strictly speaking random sampling errors will be almost non-existent as the survey covered a high percentage of all INC support placements. Thus there was almost a 100% sample. There is no doubt, however, in a statistical sense that there would be random effects in the process by which individuals have been directed towards the INC programme. The high sampling rate means that the survey can be used to make accurate statements on the population of INC support placements. The random sampling error is low. As usual, there is the possibility that the small non-response rate would refer to a specific subgroup of the population, thus introducing a different type of sampling error. Random sampling error rates are low in relation to forming inferences about the population of INC placements. The situation is different, however, in drawing inferences from the survey about the total population of young people who may be candidates for INC.

The extent to which there is a statistical random sampling error in this instance will be governed by the extent to which juvenile offending is not random and the extent to which the handling of juvenile offences is global and consistent. The statistical random effects in these areas are not known, but are known to exist. Thus it is recommended that in drawing inferences about INC from the survey it is considered that normal sampling statistical errors exist. On a sample of 200 the standard error for a single result would normally be in the vicinity of 2% to 3.5%. In cross tabulations where the results are broken down for specific subgroups of the sample the standard deviation will be higher.

To summarise the above discussion, the survey results can be taken, by and large, as a definitive statement on the INC programme since its inception in South Australia. However, in drawing inferences from the results about the relationship of an INC programme to a community in general, the statistical effects of the process by which the respondents were originally selected for the INC programme and thus for these surveys, should be kept in mind.

### 6.6 Success Criteria

It was not an intention of this study that criteria of success be established and then applied to each INC placement. The theoretical and methodological difficulties in attempting to pursue such an analytical course of action would be substantial. These difficulties are discussed in Chapter 5 and in Appendixes A and B.

While the study was not concerned with establishing a set of universal success criteria, there is still value in considering the survey results in relation to factors which are generally considered to cover aspects of success. In particular the survey collected data in relation to re-offending and changes in the INC placements' behaviour.

### 6.7 Principle Component Analysis

One area, which would normally be thought of as an aspect of a success criterion for a study of this nature, would be the behaviour of the individual. Consequently questions were included in the surveys to record the INC parents' and the community welfare workers' views on the behaviour of the individual both during the placement and afterwards. Given the nature of the programme it was expected that some respondents would not be able to comment on the behaviour of the INC placements after the placement had been completed. Data was collected on a range of behavioural topics and the results all show a general positive skew towards improvement in behaviour in virtually all the areas covered. See Section 2 of Chapter 7.

Principle component analysis was used to further examine the results in these four sets of questions. The data relating to behaviour changes during the period of placement was more useful in this exercise because of the higher not applicable and non-response rates in the data relating to behaviour in the post-placement period.

Principle component analysis is an analytical process used to identify the extent to which the group variables under analysis can be meaningfully explained using a smaller number of variables where each of the new variables is a linear combination of the observed variables. In the case of the data from the INC parents regarding behavioural changes during the placement, principle component analysis identified two factors which, after rotating, reflected two sub-sets of the nine original questions. The first of these factors covered the second to sixth variables in table 12 of Chapter 7. These variables or questions all cover aspects of the individual's personal behaviour. The second factor covered the seventh and last variables which relate to the ability to cope with a job and the improved practical skills. The remaining two variables or questions cover educational achievement and hygiene or eating habits. These two variables did not contribute heavily to either factor. With the data from the community welfare workers on behavioural changes during the INC placement, principle component analysis identified only one factor. This factor placed a lower priority once again on educational achievement and improved hygiene or eating habits.

The principle component analysis was undertaken in order to identify the extent to which the nine behavioural questions were measuring similar factors. While this was a useful exercise in itself, it was primarily undertaken in order to construct a possible one dimensional success measure which could be used to analyse the rest of the data in the surveys. Such a measure was created using a simple linear combination of the results with appropriate corrections for non-responses. This was then used as a variable for cross referencing with the responses to other questions.

### 6.8 Variations in the results according to success criteria

The above discussion indicates that the establishment of a success criterion is not of paramount importance to the study, however, it was possible to include in the questionnaire questions covering areas which would normally be considered aspects of success. These covered re-offending and changes in personal behaviour. The bulk of the results from the survey were broken down according to the respondents' answers in these areas. The resulting tables did not indicate any major trends.

There were, of course, some variations in the responses according to the control variables, however, by and large these differences were within the range of difference to be expected from normal statistical variation. Furthermore, with a few exceptions the variations did not point the analysis to any particular set of conclusions. Consequently the bulk of the tables of results generated in this area have not been reproduced in the report. Some break-down of the results according to re-offending rates has been presented to demonstrate the few areas where there is a variation and to also demonstrate the extent to which the variations were not great.

### 6.9 Weighting of parent results

The INC parents filled out one questionnaire per placement and a general questionnaire covering the INC programme. In a few cases an INC child had more than two or more placements. Multiple placements with the same INC parents were regarded as one but where the placements were with different INC parents each has been treated as a separate placement. Thus in the samples used the number of separate children considered is 204 but the number of different placements was 239. Responses were received for 219 placements. Thus the sample size is 219. For the parent questionnaires, each parent was requested to answer individually. Thus 81 families in the sample are represented by 146 individual parent responses.

In several of the tables the results for parent responses have been weighted according to the number of support placements undertaken by the INC parent and in these the sample size is 219 rather than 146.

### 6.10 Masterfile

The masterfile containing all the data had 219 cases.

The masterfile of 219 cases has been used to present most of the tables in Appendix D. The non responses have been included in all of the tables, however, it is to be kept in mind that the total responses to the INC parent survey of individual placements was 189, while the total responses to the departmental staff survey on individual cases was 171.

In the first survey, i.e. the survey of INC parents' background and experiences, there were many households where both the INC father and INC mother responded in using separate questionnaires. The differences in these responses have been examined. In creating the masterfile combining all three surveys, it was necessary to select only one of the responses from those households where both the father and the mother had responded

separately. The total number of INC mothers responding was slightly higher than the number of INC fathers. Furthermore, there was a general indication that INC mothers were slightly more aware of aspects of the placements. Response rates on individual questions were slightly higher with the INC mothers' questionnaires. Thus it was decided that, where it was necessary to make a choice, the INC mothers' questionnaire would be used in the masterfile and not the INC fathers'. In most cases where only one parent had responded, then that questionnaire was used in the masterfile.

#### 6.11 Analysis

In presenting the survey results, the sample size is always given as 219 whether the parent responses, 189, or the Community Welfare Worker responses, 171, are used. The difference is given as "no answer". In the analysis the percentages quoted would be distorted if this "no answer" component were not allowed for. Thus the percentages are given as "x% of those able to respond?" This phrase is repeated several times throughout the text to remind the reader that this is the basis of the calculations.

CHAPTER 7.THE INC CHILD, SURVEY RESULTS7.1 Offences & Re-offences7.1.1 Offending Rates

The INC programme is designed for youngsters who have offended and are considered likely to offend again. 80% of the placements for which responses are available had had "several" or "many" offences prior to being placed in INC (Table 1) and 77% had previously been placed in secure care (Table 2). It is against this background that one needs to evaluate the re-offending rates.

It should be understood that the 77% in Table 2 with previous experience of secure care includes those whose experience was limited to a short period of remand, prior to being released on bail (possibly to an INC remand placement) or prior to receiving a non-custodial sentence.

Table 1.  
NUMBER OF OFFENCES COMMITTED  
PRIOR TO OFFENCE FOR WHICH  
PLACED IN INC (CWW response)

	#
None	22
One	12
Several	86
Many	51
Don't know	8
No answer	<u>40</u>
Total	<u>219</u>

Table 2.  
SECURE CARE PLACEMENT  
(CWW response)

	Prior to INC Placement	Subsequent to INC Placement
	#	#
SAYRAC	90	29
SAYTC	24	44
Interstate	5	3
None	35	81
Don't know	<u>65</u>	<u>62</u>
Total	<u>219</u>	<u>219</u>

Re-offending was assessed in two ways. Firstly the INC parents were asked whether, while placed, the child re-offended and, if so, whether legal action was taken. The results (Table 3) show that about 70% of placements for which responses are available were not involved in legal action arising from re-offending.

Community welfare workers were asked to use their expertise to evaluate the seriousness of the re-offending. Their responses (Table 4) indicate that only about 16% of placements for which responses are available re-offended in a manner that could not have been considered minor, 63% did not re-offend during placement at all. (This latter figure is rather higher than the parents' estimates of non offending which was 51%; this may be partially accounted for by the fact that what parents regarded as an "offence without legal action taken" may not have been regarded as an offence at all by the CWW and therefore not entered in the child's file. There is also a slight difference in the sample populations.)

Table 3. AGE OF INC CHILD AND OFFENCE DURING PLACEMENT  
(Parent Response)

Age at time of Placement	Re-offended without legal action taken	Re-offended with legal action taken	No Re-offending	No Answer	Total
	#	#	#	#	#
10	-	-	1	-	1
11	1	1	2	-	4
12	1	-	1	-	2
13	1	1	4	3	9
14	7	11	9	6	33
15	2	6	13	4	25
16	7	9	14	12	42
17	3	7	13	5	28
18	-	2	6	-	8
No answer	<u>12</u>	<u>19</u>	<u>31</u>	<u>5</u>	<u>67</u>
Total	<u>34</u>	<u>56</u>	<u>94</u>	<u>35</u>	<u>219</u>

Rather more offended in a non-minor fashion after placement, 40% of placements for which Community Welfare Workers were able to respond (Table 4).

Table 4. RE-OFFENCES DURING AND AFTER PLACEMENT  
(CWW response)

Severity of Offence	<u>Re-offences</u>	
	During Placement	After Placement
	#	#
No offending	106	55
Minor offences	32	37
Non-minor offences	30	62
Not known	<u>51</u>	<u>65</u>
	<u>219</u>	<u>219</u>

From Table 3 we can see that the modal age for re-offending was 14 whilst the modal age of placements was 16. In the first year of the INC scheme most of the intake were children aged between 16 and 18 years of age. However the proportionate rates of offending in the different age groups is insufficient to account for the increasing rate of re-offending during placement with legal action taken throughout the entire period from 14% in 1979 to 25% in 1980 to 40% in 1981 (as a proportion of known responses). While only 34% are recorded as having re-offended with legal action taken in 1982, this may be an understatement because of the number of responses related to unfinished placements. The total may reflect changes in the level of difficulty of cases directed towards INC placements. Also the non responses for earlier years may be families who dropped out of the scheme due to more difficulties with the placements. (See Table 5). This trend warrants further investigation .

Table 5. RE-OFFENDING DURING PLACEMENT (Parent response) BY YEAR OF PLACEMENT.

	Re-offended without legal action taken	Re-offended with legal action taken	No Re- offending	No Answer	Total
	#	#	#	#	#
1979 (Feb-Dec) (a)	3	2	9	3	17
1980 (Jan-Dec)	8	11	22	11	52
1981 (Jan-Dec)	8	21	24	11	64
1982 (Jan-June)	6	11	16	8	40
No answer	<u>9</u>	<u>11</u>	<u>23</u>	<u>2</u>	<u>45</u>
Total	<u>34</u>	<u>56</u>	<u>94</u>	<u>35</u>	<u>219</u>

(a) The INC programme began in February, 1979 but was only gradually extended across all regions. Because of the number of original INC parents who have now left the scheme and are untraceable coverage of this period is less comprehensive than subsequent years.

#### 7.1.2 Nature of Offences

"Breaking and entry" and "theft" between them account for 60% of the offences committed by young offenders resulting in their INC placements, with "illegal use of a motor vehicle" accounting for another 19%. The proportions are similar in the offences committed after placement. (Table 6.)

Table 6.

OFFENCES BEFORE AND AFTER PLACEMENT  
(CWW reponse)

	Prior to INC Placement #	Post INC Placement #
Murder, assault, rape or robbery with violence	15	12
Breaking and entry	82	48
Theft	82	62
Illegal use of motor vehicle	52	32
Wilful damage	14	13
Other	27	19
Unknown	<u>7</u>	<u>19</u>
Total	<u>279(a)</u>	<u>205(a)</u>

(a) Multiple responses

The INC parents were also asked about the offences for which the child was placed in INC. Although referring to a slightly different and somewhat larger sample population their responses are very similar to those of the CWWs. Table 7 shows the breakdown of offences prior to and during placement, according to parent responses.

Table 7.

OFFENCES BEFORE AND DURING PLACEMENT  
(Parent Response)

	Before Placement #	During Placement #
Assault etc.	18	(a)
Breaking and entry	83	29
Theft	84	58
Illegal Use of Motor Vehicle	55	26
Wilful damage	22	15
Other	41	14(a)
Unknown	<u>16</u>	<u>-</u>
Total	<u>319(b)</u>	<u>142(b)</u>

(a) Assault and other crimes of violence are included in category "other"

(b) Multiple responses

Theft clearly predominates as the major offence during placement, reflecting relatively greater access, particularly to property of the INC parent; 42% of offenders during placement, in fact, offended against the property of the INC parent and their friends and relatives (Table 8.) Theft is also the major offence after placement.



Table 8.

"WERE ANY OF THE OFFENCES DURING PLACEMENT RELATED TO YOUR OWN  
PROPERTY OR THAT OF YOUR FRIENDS OR RELATIVES?"  
(Parent response)

	#
Yes	38
No	<u>53</u>
 Total offenders	 <u>91</u>

In terms of damages the majority of offences resulted in damages of less than \$100 (Table 9) and only 5% of damages incurred were over \$1,000.

Table 9.

DAMAGE ESTIMATES OF OFFENCES DURING PLACEMENT  
(Parent response)

	#
Less than \$10	3
\$11 - \$100	32
\$101 - \$1,000	14
Over \$1,000	5
Don't know	9
Not applicable	16
No answer	<u>9</u>
 Total offenders	 <u>91</u>

### 7.1.3 Predictors

Community welfare workers were asked to indicate their prospects for the youngsters not re-offending during placement. As these prognoses were made with hindsight it is perhaps not surprising that they are not too far out of line with actual results. 70% of responses indicated a good or possible chance of not re-offending (cf 63% actually not re-offending, Table 4) and 30% indicated little or no chance. Prospects were generally better for young offenders at SAYRAC than those at SAYTC and, surprisingly, better than for those who had no secure care placement. (Table 10). For those predictions to be useful as predictions, however, they would need to be collected at the time of placement.

Table 10.

PROSPECTS FOR NON RE-OFFENDING DURING PLACEMENT (CWW)  
BY PREVIOUS PLACEMENT IN SECURE CARE (CWW)

	SAYRAC	SAYTC	Secure Care interstate	None	N/A	Total
	#	#	#	#	#	#
A good chance	18	3	3	7	4	35
Possible chance	46	9	2	10	12	79
Little or no chance	20	11	-	14	5	50
Didn't know the child well enough to say	4	1	-	4	5	14
No answer	<u>2</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>39</u>	<u>41</u>
Total	<u>90</u>	<u>24</u>	<u>5</u>	<u>35</u>	<u>65</u>	<u>219</u>

Re-offending behaviour during placement was compared with re-offending behaviour after placement to see whether the earlier behaviour patterns could be a useful predictor of the latter.

Table 11 indicates that there is not much difference between the rates of serious (or non-minor) re-offendings between the first two groups although there is a better chance that a child has not re-offended during placement it will not do so after placement and similarly if the pattern is one of minor reoffending during placement this, too, is likely to continue after placement, both with a probability of about 46%. For the placements who do re-offend in a serious fashion during placement, however, the probability is considerably higher, 66%, that they will engage in serious re-offending after placement, although a sizeable minority of this group (24%) did not, in fact, re-offend at all.

It is therefore not possible, at this stage, to predict success, in terms of re-offending for individual INC placements.

Table 11.

RE-OFFENDING DURING PLACEMENT BY RE-OFFENDING SINCE PLACEMENT  
(CWW Response)

<u>During placement</u>	<u>After placement</u>				<u>TOTAL</u>
	No	Yes, but offence minor	Yes and offence not minor	Not Known	
	#	#	#	#	#
No	42	21	29	14	106
Yes, but offence/s were minor	4	12	10	6	32
Yes and offence not minor	7	3	19	1	30
Not known	1	1	2	4	8
No answer	<u>1</u>	<u>-</u>	<u>2</u>	<u>40</u>	<u>43</u>
Total	<u>55</u>	<u>37</u>	<u>62</u>	<u>65</u>	<u>219</u>

## 7.2 Behaviour and Behavioural Changes

From Parents' responses on behavioural changes during placement, Table 12, greatest behavioural improvements were found in "reduction of delinquent behaviour", "confidence and self esteem", "ability to relate to others" and "understanding self and family" where 65-68% of placements were recorded as making improvement, with approximately half of these making "much improvement".

Table 12. INC PARENTS' ESTIMATES OF BEHAVIOUR CHANGES IN THE INC CHILD DURING PLACEMENT

	Able to Respond				Per- centage Able to Respond	Not able to Respond	Total
	Worsened	No Change	Some Improve- ment	Much Improve- ment		#	
	#	#	#	#	%	#	#
Educational Achievement	2	88	42	16	68	71	219
Confidence, Self esteem	1	57	65	52	80	44	219
Ability to rel- ate to others	-	61	69	46	80	43	219
Ability to cope with aggressive behaviour	3	63	52	32	68	69	219
Reduction in delinquent behaviour	7	47	46	66	76	53	219
Understanding of self & family	2	55	70	42	77	50	219
Improved prac- tical skills	1	64	50	39	70	65	219
Improved hygiene and/or eating habits	2	75	47	42	76	53	219
Ability to cope with a job	4	60	30	31	57	94	219

Community Welfare Worker responses, Table 13, agree basically with the parents' estimates with regard to the number recording improvements in their behaviour but they are more apt to regard this change as "some" improvement rather than "much" improvement.

Table 13.

COMMUNITY WELFARE WORKER ESTIMATES OF BEHAVIOUR CHANGES IN  
THE INC CHILD DURING PLACEMENT

	Able to Respond				Per- centage Able to Respond	Not able to Respond	Total
	Worsened	No Change	Some Improve- ment	Much Improve- ment		#	#
	#	#	#	#	%	#	#
Educational Achievement	-	84	54	14	69	67	219
Confidence, Self esteem	1	46	83	31	74	58	219
Ability to relate to others	1	53	70	38	74	57	219
Ability to cope with aggressive behaviour	4	68	62	16	68	69	219
Reduction in delinquent behaviour	5	45	63	46	73	60	219
Understanding of self & family	1	59	80	21	74	58	219
Ability to cope with a job	-	87	39	16	65	77	219
Improved practical skills	-	67	70	14	69	68	219
Improved hygiene and/or eating habits	-	59	71	26	71	63	219

Behavioural changes recorded less often during placement were "ability to cope with a job" and "educational achievement", (39-48% of placements recorded positive changes here and none recorded negative change).

Table 14 indicates that 6 month placements coincide more with positive behavioural changes than do shorter placements. Presumably early termination of a placement is more likely to take place where long term gains are also less likely to occur. Nevertheless the table supports the concept of 6 month placements.

Table 19, Section 7.3, shows, there has not only been considerable variation in intended length of placement but the majority of placements (72%) have, in fact, been for periods less, often far less, than six months.

This is discussed further in the following section of the effectiveness of placements.

Table 14.      BEHAVIOURAL CHANGES IN INC CHILD DURING PLACEMENT BY LENGTH OF PLACEMENT  
(parent questionnaire)

	Length of placement in months								TOTAL #
	1 or 2 more	2	3	4	5	6	7 or more	DKNA	
	#	#	#	#	#	#	#	#	
<u>Educational achievement</u>									
Much worsened	-	-	-	-	-	1	-	1	2
Slightly worsened	-	-	-	-	-	-	-	-	-
No change	14	24	15	11	6	6	8	4	88
Slight improvement	1	5	6	6	3	11	9	1	42
Much improvement	-	-	3	1	-	4	3	3	16
Total	15	29	24	18	9	22	21	10	148 (a)
<u>Confidence, self esteem</u>									
Much worsened	-	-	-	-	-	-	-	-	-
Slightly worsened	-	-	-	1	-	-	-	-	1
No change	14	16	10	5	1	4	3	4	57
Slight improvement	4	12	11	5	6	13	10	4	65
Much improvement	1	2	6	13	5	8	12	5	52
Total	19	30	27	24	12	25	25	13	175 (a)
<u>Ability to relate to others</u>									
Much worsened	-	-	-	-	-	-	-	-	-
Slightly worsened	-	-	-	-	-	-	-	-	-
No change	14	19	8	5	2	6	3	4	61
Slight improvement	4	8	12	9	6	10	13	7	69
Much improvement	1	5	6	10	4	9	9	2	46
Total	19	32	26	24	12	25	25	13	176 (a)

	<u>Length of placement in months</u>							DKNA	TOTAL
	1 or more	2	3	4	5	6	7 or more		
	#	#	#	#	#	#	#		
<u>Ability to cope with aggressive behaviour</u>									
Much worsened	-	-	-	-	-	-	-	-	-
Slightly worsened	1	1	1	-	-	-	-	-	3
No change	13	18	10	6	3	3	6	4	63
Slight improvement	3	7	10	9	2	8	9	4	52
Much improvement	-	3	4	6	3	7	7	2	32
Total	17	29	25	21	8	18	22	10	150(a)
<u>Reduction in delinquent behaviour</u>									
Much worsened	-	-	-	1	-	-	-	-	1
Slightly worsened	-	3	-	1	-	1	-	1	6
No change	13	12	8	7	2	1	1	3	47
Slight improvement	4	10	9	6	2	6	8	1	46
Much improvement	1	5	10	9	5	15	15	6	66
Total	18	30	27	24	9	23	24	11	166(a)
<u>Understanding of self and family</u>									
Much worsened	-	-	-	1	-	-	-	-	1
Slightly worsened	-	1	-	-	-	-	-	-	1
No change	11	12	8	8	3	3	5	5	55
Slight improvement	5	14	11	8	3	13	12	4	70
Much improvement	1	3	7	6	4	9	8	4	42
Total	17	30	26	23	10	25	25	13	169(a)
<u>Ability to cope with a job</u>									
Much worsened	-	-	-	-	-	-	-	-	-
Slightly worsened	-	2	1	1	-	-	-	-	4
No change	12	12	7	7	5	11	4	2	60
Slight improvement	-	6	8	2	2	3	7	2	30
Much improvement	2	1	3	8	3	7	5	2	31
Total	14	21	19	18	10	21	16	6	125(a)
<u>Improved practical skills</u>									
Much worsened	-	-	-	-	-	-	-	-	-
Slightly worsened	-	-	-	1	-	-	-	-	1
No change	11	15	17	3	4	8	3	3	64
Slight improvement	4	5	4	13	3	6	13	5	50
Much improvement	2	6	5	7	3	8	7	1	39
Total	17	26	26	24	10	22	23	9	154(a)

	<u>Length of placement in months</u>								TOTAL
	1 or more	2	3	4	5	6	7 or more	DKNA	
	#	#	#	#	#	#	#	#	
<u>Improved hygiene and/or eating habits</u>									
Much worsened	-	-	-	-	-	1	-	1	2
Slightly worsened	-	-	-	-	-	-	-	-	-
No change	17	15	7	7	7	6	13	3	75
Slight improvement	-	12	10	4	-	8	7	6	47
Much improvement	3	3	10	10	2	8	5	1	42
Total	20	30	27	21	9	23	25	11	166(a)

(a) Not all questions were answered by all respondents.

Sample size

219

Both the Community Welfare Workers and the Parents were asked if they had had any acquaintance with the child after the placement had terminated and, if so, whether they were able to comment on behavioural changes that had taken place since the conclusion of the placement. Community Welfare Workers were able to respond for almost half of the placements and parents for one fifth of placements. Their responses are given in Tables 15 and 16 below. Of the placements for whom the Community Welfare Workers were able to respond, Table 15, over 80% retained the positive changes made during placement and, depending on the particular behavioural characteristic, from 31% to 64%, continued to make further progress. Greatest gains after placement were in "ability to relate to others", 64%; confidence and self esteem, 62%; and understanding of self and family, 54%; all of which characteristics are those most likely to be affected by understanding INC parents acting as substitute role models. Further reductions in delinquent behaviour were recorded in 47% of cases, with 20% recorded as "much improved". On the other hand, 20% regressed with respect to this behavioural characteristic, more than the regression recorded for any other behavioural characteristic, which varied from 1% to 13% with an average of about 8%.

It might be supposed that the samples for which the Community Welfare Workers were able to respond would be biased towards re-offenders since they are more likely to be aware of the circumstances of those children "still in the system". The encouraging improvement rates so recorded could thus be taken as a lower estimate of the actual improvement rates experienced by the total population.

Table 15.

COMMUNITY WELFARE WORKER ESTIMATES OF BEHAVIOUR CHANGES IN THE  
CHILD BETWEEN TERMINATION OF PLACEMENT AND THEIR MOST RECENT  
ACQUAINTANCE WITH THE CHILD

	Able to Respond				Per- centage Able to Respond	Not able <sup>(a)</sup> to Respond	Total
	Worsened	No Change	Some Improve- ment	Much Improve- ment			
	#	#	#	#	%	#	#
Educational Achievement	13	56	29	2	46	119	219
Confidence, Self esteem	9	32	53	9	47	116	219
Ability to rel- ate to others	8	32	48	16	47	115	219
Ability to cope with aggressive behaviour	12	43	30	8	42	126	219
Reduction in delinquent behaviour	19	38	24	20	46	118	219
Understanding of self & family	6	42	43	11	47	117	219
Ability to cope with a job	5	51	27	9	42	127	219
Improved prac- tical skills	1	51	41	6	45	120	219
Improved hygiene and/or eating habits	13	57	24	6	46	119	219

(a) either no answer or unable to reply on the individual characteristic



The parents' responses, referring to only about one fifth of the total population and, with respect to certain characteristics, sometimes an even smaller fraction, are a less reliable indicator. Nevertheless they are not inconsistent with the responses from the Community Welfare Workers except with respect to reduction in delinquent behaviour. The parents report a far higher incidence of regression here, about 40% or twice that reported by the Community Welfare Workers. This could be a feature of the selective sample, with parents likely to hear of re-offending from others. The response rate on this characteristic was the highest of any.

Table 16.

INC PARENTS' ESTIMATES OF BEHAVIOUR CHANGES IN THE CHILD BETWEEN TERMINATION OF PLACEMENT AND THEIR MOST RECENT ACQUAINTANCE WITH THE CHILD

	Able to Respond				Per- centage Able to Respond	Not able <sup>(a)</sup> to Respond	Total
	Worsened	No Change	Some Improve- ment	Much Improve- ment			
	#	#	#	#	%	#	#
Educational Achievement	8	29	5	4	21	173	219
Confidence, Self esteem	9	12	12	18	23	168	219
Ability to cope with aggressive behaviour	5	12	15	9	19	178	219
Reduction in delinquent behaviour	20	8	6	16	23	169	219
Understanding of self & family	7	12	13	12	20	175	219
Improved practical skills	1	13	12	9	16	184	219
Improved hygiene and/or eating habits	7	20	5	7	18	180	219
Ability to cope with a job	6	8	5	12	14	188	219

(a) either no answer or unable to reply on the individual characteristic.

The Community Welfare Worker's assessments were made at times after placement varying from less than 3 months to more than 2 years. (Table 17.) At the time the assessment was made 32% were employed or at school 50% unemployed and 17% in secure care or prison (Table 18).

Table 17. NUMBER OF MONTHS AFTER PLACEMENT AT WHICH ASSESSMENT WAS MADE  
(CWW Response)

	#
Less than 3	13
4 - 6	22
7 - 9	11
10 - 12	12
13 - 15	6
16 - 18	16
19 - 21	6
21 - 24	8
> 24	27
No answer	<u>98</u>
Total	<u>219</u>

Table 18. OCCUPATION AT THE TIME OF ASSESSMENT  
(by CWWs) THE CHILD WAS:-

	#
Employed	20
Unemployed	54
A Student	15
In Unpaid Employment	1
In Secure Care or Prison	19
Don't Know	12
No Answer	<u>98</u>
Total sample	<u>219</u>

### 7.3 Effectiveness of Placement

#### 7.3.1 Duration of Placement

The tendency now is to make placements of 6 months duration. This is not invariable and both shorter and longer placements have been made, particularly in the earlier years of the scheme (Table 19). However the actual length of placements has been considerably shorter than intended. Only 14% stayed for 6 months which the analysis in the previous section suggested was optimal and 35% stayed for 2 months or less, a period of time in which little behavioural progress could be recorded (see Table 14, Section 7.2). Indeed only 39% of placements lasted the intended time with absconding and/or offending being the main reason for placements terminated before their time (Table 20). All respondents were asked whether it would have helped if the child could have stayed longer in the placement. Of those able to reply, over half of the parents and the Community Welfare Workers felt that a longer placement would not really have helped (table 21) but a sizeable minority in both cases (48% parents and 41% of Community Welfare Workers) felt that some benefits could have been achieved in this way, and it could be worth considering ways to lengthen the actual, if not the intended duration, of placement given the behavioural responses of Table 14.

Table 19. DURATION OF PLACEMENT  
(Parent response)

	Intended #	Actual #
1 month or less	8	27
2 months	2	35
3 months	43	29
4 months	6	25
5 months	2	12
6 months	88	25
7 or more months	19	26
No answer	51	40
	<hr/>	<hr/>
	219	219

Table 20. REASON FOR TERMINATION  
(Parent response)

	#
As planned	70
Absconded	22
Offending	15
Absconding & Offending	18
INC Parent not able to cope	8
Child could not cope	3
Interference by natural family	2
Personality clash	3
Other	38
No answer	40
	<hr/>
	219

Table 21. WOULD THE CHILD HAVE BEEN HELPED BY A LONGER PLACEMENT?

	Parent Response #	CWW Response #
Definitely would have helped	48	28
Could have helped somewhat	31	33
Not Really	86	86
Don't know (incl. no answer)	54	72
	<hr/>	<hr/>
	219	219

### 7.3.2 Limits to the Effectiveness of Placements

The child's intelligence was considered as a factor which might hamper the effectiveness of placements. Here the parents' assessments differ considerably from those of the CWWs (Table 22). These are subjective assessments without tests. Whereas the CWWs considered 61% of the children placed to be of average intelligence with 10% being above average and 29% below average, the parents' responses were much more widely distributed with only 34% considered to be average. 23% were considered above average and 43% below average. Moreover the parents considered that 9% of the placements were "well above average" (of CWWs 2%) and that 16% were "well below average" (of CWWs 3%). These differences could be accounted for by

(1) the greater in-depth knowledge of the child acquired by the INC parent which would allow them to differentiate to a greater degree

and

(2) the CWWs professional tendency to caution in their assessments.

The relationship of intelligence to successful adjustment is sufficiently interesting to suggest that more work be done in this area to resolve the differences.

Physical handicaps, at least insofar as they might affect a child's employment prospects, were insignificant (Table 23).

Drug use also seemed to be a minor problem with only about 12% of placements definitely known to be using drugs (although another 12-28% were suspected of their use). The major drugs were marihuana and glue or petrol sniffing. However 40% of placements were known to consume alcohol and another 14% were suspected to be doing so (Table 24).

Overall these did not appear to pose any serious limit to effectiveness of placement.

Table 22. CHILD'S INTELLIGENCE LEVEL

	Parent Response #	CWW Response #
Well above average	18	4
Above average	27	13
Average	64	104
Below average	51	44
Well below average	30	5
Not able to say (incl. no answer)	29	49
	<hr/> 219	<hr/> 219

Table 23. PHYSICAL HANDICAP  
(Sufficient to affect  
employment prospects)  
(CWW Response)

	#
Yes	9
No	169
Don't know	4
No answer	<hr/> 37
	<hr/> 219

Table 24.

DRUG USE (WAS THE CHILD KNOWN OR SUSPECTED TO BE USING DRUGS?)  
(CWW Response)

	Known #	Suspected #	Neither #	DK/NA #	Total #
Alcohol	61	22	70	66	219
Glue or petrol sniffing	14	16	99	90	219
Marihuana	16	39	84	80	219
Other drugs	14	24	86	95	219

### 7.3.3 Problems during Placement

Parents were asked to comment on behaviour on the part of the INC child that caused problems for them (Table 25) and behaviour which related to problems the child was facing (Table 26).

In view of the large number of offences concerning theft and the illegal use of motor vehicles for which children were placed in INC (see Table 7, Section 7.1) questions concerning their behaviour during placement with respect to these offences were put to the parents. The responses strongly suggest that these are not serious problems for parents. 88% of placements were reported "not ever" to have made illegal use of the motor vehicle during placement and 62% of placements were recorded as "not ever" being involved in stealing money or property. Only 10% frequently stole and only 1% frequently made illegal use of a motor vehicle. As at least 42% of placements were involved in theft before placement and 28% were involved in illegal use these responses show a significant diminution of delinquent behaviour during the placement period. Wilful damage was also recorded as having relatively little impact with 71% recording no problem at all in this respect.

Greater problems were experienced in the general area of discipline with parents reporting problems in over 50% of cases with the child refusing to accept direct orders or staying out without permission either on frequent occasions or sometimes. 41% experienced problems with rude language.

In general more problems were recorded for the child than for the parent, as can be seen in Table 26. Greatest problems were found in the inability of the child to trust or relate to others and in the child's lack of confidence. This is also the area where greatest improvements were recorded in the child's behaviour (see Table 14) suggesting that parents not only recognized but were able to deal effectively with these problems. Non-attendance at school, amongst school-age children, was the most frequently reported problem. Aggressive or violent behaviour was the least important which is probably the result of the selection procedures adopted.

Table 25.

PROBLEMS WITH CHILD'S BEHAVIOUR  
(Parent response)

	Not Ever #	Hardly Ever #	Some- Times #	Frequently #	N/A #	Total #
Stayed out without permission	65	27	56	36	35	219
Refused to accept direct orders	60	27	54	37	41	219
Stole money or property	111	13	37	18	40	219
Made illegal use of motor vehicle	154	6	14	2	43	219
Used rude language in or around house	80	25	56	18	40	219
Caused wilful damage to property	128	13	32	7	39	219

Table 26.

WERE THERE PROBLEMS FOR THE INC CHILD ARISING FROM:  
(Parent Response)

	Not Ever #	Hardly Ever #	Some- Times #	Frequently #	N/A #	Total #
Child's natural family	93	12	55	23	36	219
Inability to trust or relate to others	41	14	78	47	39	219
Aggressive or violent behaviour	89	21	53	23	33	219
Non-attendance at school or poor school attainment	56	6	33	43	81	219
Fear reactions or lack of confidence	58	15	68	39	39	219
Withdrawn or uncommunicative behaviour	57	14	70	43	35	219
Unacceptable personal habits	90	15	43	36	35	219

#### 7.3.4 Contact with Child's Family and Child's Peer Group

The INC programme aims to encourage contact between the child and the natural family but to minimize disruptive peer group contact. To some extent these aims conflict; if a child is to be kept close to its natural family peer group contact is hard to avoid. It was, in fact, avoided in only 8% of cases (Table 27). Nevertheless peer group contact proved to be beneficial just as often as it proved disruptive (in about 22 and 23% of cases respectively). In about half of the cases it was considered to have no particular impact at all.

Visiting between child and natural parents took place in about 78% of cases, with 37% having regular visiting. A further 12%

had telephone or correspondence contact or both (Table 29) 10% had no contact but, as can be seen from Tables 30 and 31, this corresponds to the number who either had no family or who had no contact with their family at the time of placement

Table 27. VALUE OF PEER GROUP CONTACT  
(CWW Response)

	#
Destructive	32
No particular impact	67
Helpful and positive	31
No contact	12
Can't say (Incl. no ans.)	<u>77</u>
	219

Table 28. DISTANCE OF INC HOME  
FROM CHILD'S OWN HOME

	#
2 km or less	9
Over 2 km up to 4 km	24
Over 4 km up to 6 km	18
Over 6 km up to 10 km	26
Over 10 km up to 15 km	33
Over 20 km up to 30 km	16
Over 30 km	64
No answer	<u>29</u>
Total	219

Table 29.

CHILD'S CONTACT WITH NATURAL FAMILY

	<u>(CWW Response)</u>	<u>(Parent Response)</u>
	#	#
Regular visiting (either by child or parents)	65	68
Occasional visits	65	63
One visit	5	12
No visits but both telephone contact and correspondence	1	6
Only telephone contact	14	11
Only correspondence	-	5
No contact, no family	18	20
Don't know	<u>51</u>	<u>34</u>
	<u>219</u>	<u>219</u>

Table 30. AT TIME OF PLACEMENT CHILD  
WAS LIVING WITH:  
(Parent Response)

	#
Two parents	51
Father	3
Mother	38
Parent & Step-parent	10
Adopted parents	1
Foster parents	7
Friends or relatives	14
Independent	8
Other	42
Don't know (incl. no ans.)	<u>45</u>
Total	<u>219</u>

Table 31. AT TIME OF PLACEMENT THE  
CHILD WAS IN CONTACT WITH:  
(Parent Response)

	#
Two parents	77
Father	11
Mother	51
Parent & Step-parent	20
Neither	18
Don't know	2
No answer	<u>40</u>
Total	<u>219</u>

Two thirds of all placements were placed within 30 km of their home (Table 28), however, for some of the remaining third, distance of the INC home from that of the natural family made visiting difficult. Many of these placements were in the country regions where the small number of INC families in any one country town (often only one or two) often meant transferring a country child to a different town in the region or to another region altogether. Many country children were placed in the city where more INC homes are available. However the large number of cases in which visits actually took place is testimony to the willingness of the INC parents to drive considerable distances to ensure that the child-family contact was maintained.

Table 32.

INC PARENT AND CWW CONTACT WITH CHILD'S NATURAL FAMILY

	By INC Parents	By CWWs
	#	#
Frequent visits	49	73
Occasional visits	81	55
No visits, too far away	16	13
No visits, child's parents hostile	21	14
No visits, child had no family	4	3
Other	19	8
No answer	<u>29</u>	<u>53</u>
	<u>219</u>	<u>219</u>

Table 33.

ABILITY OF CWW TO EFFECT BENEFICIAL CHANGES IN  
CHILD'S NATURAL FAMILY

Nature of change	#
Considerable beneficial change	9
Some change	48
No change	102
Some worsening	12
No answer	<u>48</u>
Total	<u>219</u>

The INC parents themselves visited the child's family at least once in 69% of cases. (In a further 21% of cases the reasons given for not visiting included the fact that the child had no family or the family was hostile to the child, as well as the fact of distance) (Table 32). A slightly higher proportion of CWWs (77%) maintained contact with the child's natural family. Their efforts to achieve some beneficial change in the family, by way of affecting their ability to cope or their attitude



towards their child, are reported to have been successful in only about one-third of the cases and there is clearly scope for improvement here (Table 33).

Inter-regional, and sometimes intra-regional, transfers limited the extent to which the original social worker was able to maintain contact with the child. This was especially true of transfers of country children to the city and of country children to distant country towns.

This has then led to administrative problems for those areas that have been particularly active in recruiting INC families as social workers in those areas have often found themselves having to take on extra case loads for the visiting children. This problem needs to be addressed if areas are to be encouraged to recruit more families.

#### 7.4 Post-INC Placement

7.4.1 About 32% of the children were returned to their families after their INC placement terminated, compared with about 53% (see Table 30, Section 7.3) who were living with one or both parents prior to placement. A further 9% were placed with foster families but welfare workers would have liked to place more children in foster homes had suitable families been available. The immediate destination of INC children after placement is given in Table 34. For those that did not return to their own home the major problem was considered to be the family itself, either they were unable to cope or unsuitable or they refused to have the child back. Only in a small number of cases was the reason that the child did not wish to return to his family. This reinforces the comment made in Section 7.3 concerning the need for more emphasis to be given to effecting beneficial change in the child's natural family. A successful INC placement will give the child new parent role models and this may also lead to higher expectations of his own parents by the child. Without help the natural family may be unable to meet these expectations so that further in-home tensions develop and some of the behavioural gains made during placement may be lost.

When last seen or heard of only 18 of the 74 placements for which responses were received were employed. However proportionately this is higher (24%) than the percentage employed at the time of placement (7%). This reflects the fact that many of the children who were of school age during placement are now in the workforce and correspondingly fewer were recorded as students (7% c.f. 43% before placement).

Juvenile unemployment rates throughout the State have increased considerably over the period of this evaluation (1979 to 1982) so that it is not possible to tell whether INC placements have a beneficial effect on employment prospects for young offenders.

The proportion recorded as unemployed on most recent acquaintance is lower, at 39%, than the unemployed proportion before placement, 49% but this is partially affected by the fact that almost a quarter of responses reported a secure care or prison placement. Many factors are involved here and there is insufficient information and too few observations to be able to estimate any success in this direction.

Table 34. AFTER PLACEMENT CHILD  
RETURNED TO:

(Parent Response)	
	#
Own family	55
Foster family	16
Friends	5
Relatives	3
Independent living	16
Secure care	41
Residential care	23
Not known	46
Other	<u>14</u>
	<u>219</u>

Table 35. REASON CHILD NOT RETURNED  
TO FAMILY

(CWW Response)	
	#
Family unable to cope	21
Family refused	33
Family unsuitable	7
Child did not wish to return	14
No family	5
Other	16
Don't know	4
No answer (and n/a, i.e. those who returned home)	<u>119</u>
	<u>219</u>

Table 36.

ON MOST RECENT ACQUAINTANCE WAS THE CHILD:  
(Parent Response)

	#
Employed	18
Unemployed	29
A student	7
In unpaid employment	2
In secure care or prison	18
Don't know	21
No answer	<u>124</u>
	<u>219</u>

7.4.2 Continued contact between child and INC parent

An often neglected aspect of the INC parents role is the contact maintained after the placement has terminated. This may be initiated by the child only when he is in trouble or it may be of a more permanent nature. Of the 219 placements recorded in this sample some form of contact was maintained in about 50% of them. In addition INC parents maintained an interest in

their ex-charges and often received information about them from others. INC parents who had been in the scheme for several years often reported that rarely a week went by when they did not have a visit from, or hear from, their older placements, and they would continue to provide advice, counselling and a friendly ear when needed. This continued support could be partially responsible for the post-placement improvements in behaviour that were reported in Section 7. Thus although placements are nominally for periods of about 6 months, and may last a much shorter period, the actual benefits received could extend for years. For a proper evaluation of the effectiveness of the INC programme this factor needs to be taken into account.

Table 37.

CONTACT BETWEEN CHILD AND INC PARENT AFTER PLACEMENT  
(Parent Response)

	#
Visits frequently	13
Visits occasionally	65
Telephones frequently	13
Telephones occasionally	39
Writes frequently	3
Writes occasionally	10
Only contacts when in trouble	7
Have heard of him/her through others	49
No contact at all	<u>61</u>
	260 (a)

(a) multiple responses, sample size 219

## CHAPTER 8

INC PARENTS, SURVEY RESULTS

To a very large degree, the success of the INC programme depends on the INC parents, on their qualities and on the selection, training and support by the staff of the Department for Community Welfare. The initial scheme proposed that there should be 88 INC families recruited, this was later increased to 108 when the INC programme was extended to include the care of adolescent girls who were at risk in the community although not necessarily offenders. As at the 30th June, 1982 there were less than 88 families and further recruitment was seen to be an important issue. The general problem of how to recruit more, suitable, families was addressed in questionnaire 3. The 81 INC parent households in the responding sample represent approximately 79% of the total number of households, both current and withdrawn, who have been part of the scheme since its inception in February, 1979.

8.1 Demographic Characteristics of INC families in the sample

The 146 parent responses received, 79 female and 67 male, represented 81 households. For 65 of the households there was both a male and a female respondent, for 14 only a female respondent and, for the remaining 2, only a male respondent. The official lower age limit was 25 but exceptions were made in 4 cases where the applicant was considered especially mature. Although the scheme did not specify that INC parents must be married couples, the majority were. The greater number of female respondents mainly reflects the time available and willingness to respond to the questionnaire, although in a few cases there were purely female households. Most of the male respondents were employed either full or part-time, while the majority of female respondents were occupied in home duties with some having casual employment. Of those employed, just over half were professionals or skilled tradesmen (Table 1).

Table 1.

EMPLOYMENT

	#		
Employed full-time	59	)	( Professional 28
Employed part-time or casual	21	)	81 ( Skilled tradesmen 15
Student	1	)	( Other 38
Home Duties	51		
Unemployed	4		
No answer	<u>10</u>		
	<u>146</u>		

With respect to prior experience more females than males had had nursing or medical experience but in other areas there was little difference between the sexes. Almost half had had prior experience with young people and about one-third had had experience with troubled people (Table 2).

Most INC Parents were of Australian or British origin. For details on ethnic affiliation see Table 1 in Appendix D.

Table 2.

PREVIOUS EXPERIENCE BY SEX OF RESPONDENT

	Female #	Male #	Total (a) #
Teaching	11	10	21
Social Work	5	6	11
Nursing or Medical	19	7	26
Close contact with young people	49	44	93
Close contact with troubled people	39	28	67

(a) multiple response, sample size 146

Only about 5% of parents had no children of their own although about one-fifth had no children still living at home, both groups tended to be used more often than parents with children of their own at home as can be seen from Table 3 where #1 represents the number of parents in the sample and #2 the number of support placements that these parents have had.

Table 3.

INC FAMILY'S OWN CHILDREN

	How many children do you have?		How many of these children are living at home		How many of these children at home are between 13 & 17 years of age	
	#1	#2	#1	#2	#1	#2
None	7	31	30	67	99	157
One	18	22	27	32	27	38
Two	54	78	43	66	14	18
Three	31	33	27	28	4	2
Four	12	14	10	10	2	4
Five or more	24	41	9	16	0	0
<b>Total</b>	<b>146</b>	<b>219</b>	<b>146</b>	<b>219</b>	<b>146</b>	<b>219</b>

#1 = number of parents

#2 = number of parents weighted by number of INC support placements they have had

The sample is well distributed between those who have been in the scheme since the beginning and those who have joined more recently. The same distribution is reflected in the numbers of INC children the parents have cared for, see Tables 4 and 5

Table 4. TIME AS INC PARENT

	#
Less than 3 months	7
4 to 12 months	25
13 to 24 months	33
25 to 36 months	35
over 36 months	28
No answer	<u>18</u>
Total	<u>146</u>

Table 5. NUMBER OF PLACEMENTS PER PARENT (Remand, support or adolescent girls)

	#
None	5
One	12
Two or three	23
Four or five	31
Six or seven	29
Eight or nine	19
Ten or eleven	8
Twelve or more	<u>19</u>
Total	<u>146</u>

## 8.2 Training of INC Parents

Table 6 indicates how many of the support placements examined in Chapter 7 were placed with INC parents who received their training at different times. Of the 180 placements for which this information is available, 106 or almost 60% were placed with parents trained in 1979 and a further 56 or 30% with parents trained in 1980. Thus only 10% of placements were to parents trained as recently as 1981 or 1982. In part this reflects the longer time that the 1979 entrants have been in the system but it also reflects the tendency to longer term placements, 6 months rather than 3 month or shorter placements. A further point is that there has been a policy recently in some regions of starting new INC parents on remand rather than support placements. From Table 4, 32 parents had been in the scheme twelve months or less and a further 33 between 13 to 24 months as at June, 1982. If we assume that half of the latter group were trained in 1981, there are approximately 48 parents represented by 19 to 21 support placements and the remaining 98 parents by 162 to 199 placements. This weighting which gives more emphasis to the responses of the most experienced INC parents needs to be kept in mind in assessing the information in Tables 6, 7, 9 and 10.

Of all the placements made to parents trained in 1979, 68% went to parents who had had between 5 to 8 weeks of training, a figure not substantially different from placements made to parents trained in 1980. Some parents who were trained in 1979 had to wait 13 weeks or more from the time of commencement of training for their first placement. This waiting time has since been shortened considerably reflecting both the greater demand for INC parents' services as the scheme has developed and greater confidence in their training and assessment techniques by the welfare workers involved. The training sessions doubled as training for parents and an opportunity for assessment by community welfare workers.

Table 6.

NUMBER OF WEEKS OF TRAINING BEFORE FIRST PLACEMENT

Weeks	During	During	During	During	Never	No	TOTAL
	79	80	81	82		Answer	
	#	#	#	#	#	#	#
less than 4 weeks	8	1	1	-	-	4	14
between 5-8 weeks	72	36	13	2	-	-	123
between 9 - 12 weeks	7	13	1	-	-	1	22
between 13 - 16 weeks	11	3	-	-	-	-	14
between 17 - 20 weeks	4	-	-	-	-	-	4
between 21 - 24 weeks	-	-	-	-	-	-	-
more than 24 weeks	3	-	-	-	-	-	3
no answer	1	3	4	-	4	27	39
TOTAL	106	56	19	2	4	32	219

(A subsidiary question on the number of actual sessions attended revealed the same general pattern of responses as in Table 6, indicating that most trainees had had weekly training sessions.)

A comparison of the time of training of INC parents and the offending patterns of children in their charge is given in Table 7. On the face of it parents trained in 1980 were rather more successful in preventing reoffending than parents trained in 1979, although a larger proportion of those offending had legal action taken. This, however, needs to be assessed in the light of the general trend to reoffending with legal action taken that was noted in Chapter 7.

Table 7. INITIAL TRAINING OF PARENTS BY WHILE PLACED DID THE CHILD RE-OFFEND

Initial Training	Re-offended	Re-offended	No	N/A	TOTAL
	without	and legal			
	legal action	action	Re-offending		
	taken	taken			
	#	#	#	#	#
During 1979	23	29	50	4	106
During 1980	6	17	31	2	56
During 1981	-	1	-	1	2
Never	1	1	2	-	4
No answer	1	1	2	28	32
TOTAL	34	56	94	35	219

As discussed in Chapter 7 the possible causes of changes in reoffending are varied and we are inclined to suggest that the shorter training periods are a product of improved efficiency in training, longer individual training sessions and a shortage of INC parents; so parent waiting times for placements are shorter. If this was contributing to an increase in reoffending we believe there would have been an indication of such in the exploratory research. We believe that the changes in training periods are basically due to increased efficiency.

Training does not cease once a placement commences. It is considered to be a continuing form of ongoing support to the parent. The extent of training varies according to region. Large distances deter regular meetings in country areas. Table 8 records the level of these continuing sessions for parents in the responding sample.

Table 8. SINCE YOUR FIRST PLACEMENT HAVE YOU BEEN INVOLVED IN TRAINING AND/OR DISCUSSION SESSIONS WITH OTHER PARENTS AND DEPARTMENTAL MEMBERS.

	#
Regularly, once or twice a month	86
Regularly, once every 2 or 3 months	17
On a few occasions, not regularly	30
Once	3
Not at all	7
No answer	<u>3</u>
Total	<u>146</u>

Table 9 compares the desire of parents to attend regular training/discussion groups with the offending behaviour of the children in their charge. Desired regularity of meetings is shown here to be uncorrelated with offending patterns and, in fact, is probably determined more by outside factors such as ease of access to other INC parents outside of meeting times, shift work (which limits attendance) and the parent's self-confidence. One point which does show up clearly is that desires of parents to attend meetings, on average, approximates to what is being done now, with the possible exception of some who are currently attending fortnightly meetings but would prefer monthly ones. Monthly meetings was the most popular choice. Nobody wanted weekly meetings. Some parents took the opportunity to comment on the form the meetings should take and most of these preferred a more structured format, perhaps with a guest speaker or a particular topic to be examined.

Table 9. HOW REGULARLY WOULD YOU LIKE TO BE INVOLVED IN SUCH TRAINING AND/OR DISCUSSION GROUPS BY WHILE PLACED, DID THE CHILD RE-OFFEND

	Re-offended without legal action taken	Re-offended and legal action taken	No Re- offending	N/A	TOTAL
	#	#	#	#	#
Once a week	-	-	-	-	-
Once a fortnight	6	6	14	2	28
Once a month	10	24	45	1	80
Once every 2 or 3 months	5	9	11	1	26
On an infrequent & irregular basis as needed	8	11	14	1	34
Not at all	2	3	5	-	10
No answer	3	3	5	30	41
Total	<u>34</u>	<u>56</u>	<u>94</u>	<u>35</u>	<u>219</u>



Table 10 indicates the subjects that parents saw as important in the training programme. Communication skills and dealing with difficulties clearly outweighed other topics in the parents' estimation. This table may be of assistance in structuring new training schedules.

Table 10. HOW IMPORTANT DO YOU THINK IT IS TO HAVE INFORMATION ON THE FOLLOWING SUBJECTS DURING THE INITIAL TRAINING COURSE?

	Very imp. #	Quite imp. #	Not so imp. #	Best left for later #	Not necessary at all #	No answ. #	TOTAL #
DCW Management (information in "the Manual")	52	49	24	13	1	7	146
History of the INC programme	36	49	38	13	3	7	146
Court procedures	91	37	10	1	-	7	146
Communication skills	104	24	11	2	1	4	146
Adolescent Development stages	75	42	19	6	1	3	146
Health and hygiene	46	45	33	10	7	5	146
Alcohol and Drugs	90	42	4	6	-	4	146
Recreational activities for youth	52	61	20	7	-	6	146
Dealing with difficulties	100	31	5	3	-	7	146
Medical & other insurance matters	40	54	35	9	-	8	146
Educational & employment opportunities for teenagers	65	52	15	6	-	8	146
How to deal with the child's parents	73	48	13	5	2	5	146
How to say "goodbye"	44	48	25	16	6	7	146
How to deal with the child's welfare worker	71	41	21	5	4	4	146
The role of the INC parent's support worker	83	39	18	1	-	5	146
Rules of family planning advice	37	55	25	16	7	6	146

### 8.3 Parents' View of INC Scheme

#### 8.3.1 Parents' Objectives

In general INC parents saw themselves as extending their normal family care to include the young offenders. 60% rated the "provision of a loving and caring atmosphere" or "providing stability and commonsense rules" as the most important of the objectives listed.

However, correctional objectives such as "preventing re-offending", "providing needed discipline" or "changing attitudes to authority" were rated as most important by 25% of the sample which constitutes an important sub-group.

A further 10% saw the main objective as changing the child's image of itself - by making the child feel needed or giving him/her a sense of importance (Table 11).

These subgroups are important in that they indicate different parental attributes enabling better matching between parent type and the needs of the child. However, in order to take full advantage of matching possibilities it may be necessary to recruit according to attributes needed. At the present there are insufficient applicants to enable such selection to take place. (See 8.6 on Recruitment).

"To behave in ways that set a good example for the child" was regarded by hardly any parent as the key objective yet, in the opinion of many of the Supervisors of Services to Young Offenders, this was one of the parents' key inputs into the system. A byproduct perhaps, rather than an objective, but vital nonetheless.

Table 11. WHAT DO YOU CONSIDER TO BE THE MOST IMPORTANT OF THE FOLLOWING GENERAL OBJECTIVES OF INC PARENTS?

	<u>Total</u>
	<u>#</u>
To prevent re-offending	28
To provide needed discipline	3
To provide stability and common sense rules	29
To change child's attitudes towards authority, work or school	6
To provide the child with a loving and caring atmosphere	63
To behave in ways that set a good example for the child	3
To make the child feel needed or give him/her a sense of importance	16
To help them handle relationships with their own family	3
Other	<u>4</u>
TOTAL	155 (a)
	<u>#</u>
Sample size	146

(a) Some respondents considered two of the objectives to be co-equally the most important.

### 8.3.2 Benefits to INC Parents

Major benefits from their involvement in the scheme were seen to be "increased tolerance as parents" and "improved communications with own children" where parents reported moderate or considerable benefit in 67%-78% of cases responding. A large percentage, 67% saw benefits in "helping their children to become more knowledgeable about social matters" but a minority saw this as a disadvantage. The results of Table 12 would be useful in future recruitment policies.

Table 12. AS AN INC PARENT WOULD YOU CONSIDER THAT YOU HAVE BENEFITTED IN ANY OF THE FOLLOWING WAYS?

	Considerably benefitted #	Moderate benefit #	No effect #	Ill effect #	Can't say #	No answer #	TOTAL #
It has brought parents closer together	33	32	61	6	5	9	146
It has improved our communication with our own children	54	33	42	1	6	10	146
It has increased tolerance on our part as parents	56	48	28	1	5	8	146
It has increased tolerance on the part of our children	37	41	37	2	17	12	146
It has helped our children become more knowledgeable about social matters	52	23	31	4	23	13	146
The children have learned to share with others	30	36	52	2	14	12	146

### 8.3.3 Problems for INC Parents

Lack of privacy and lack of free time is endemic to a situation where parents take in troubled youngsters. The fact that only 6-7% reported it as a "serious problem with all or nearly all placements" suggests that, on the whole, parents have already self-selected on this and that only people who can cope with the problem volunteer themselves or remain within the system.

Insurance and reimbursements was seen as a "serious problem with all placements" for about 4% of parents and "sometimes" a serious problem for a further 15%.

However, as the question of insurance and reimbursements only arises when damage occurs it is relevant to compare responses here with those to "theft of belongings" and "damage to property". From these it is apparent that insurance problems could be significant in about 50% or so of actual damage cases. This is an administrative area that is worth investigating.

Table 13. AS A RESULT OF AN INC PLACEMENT DO YOU CONSIDER ANY OF THE FOLLOWING TO HAVE PRESENTED PROBLEMS FOR YOUR FAMILY?

	No problem #	A small problem overall #	Serious problem with some placements #	Serious problem with all or almost all #	Can't Say #	No Answer #	TOTAL #
Lack of privacy	41	63	28	8	1	5	146
Lack of free time to ourselves	34	61	34	9	1	7	146
Theft of belongings	50	47	41	3	2	3	146
Damage to property	57	47	32	2	2	6	146
Physical danger to own children	95	21	18	-	6	6	146
Moral danger to own children	79	28	22	2	7	8	146
Insurance & re-imburements	76	27	20	5	11	7	146
Other	12	-	7	5	7	115	146

#### 8.3.4 Factors damaging or benefiting success of placement

Overall there was a tendency on the part of parents to report beneficial rather than damaging effects. The factors listed were recorded as damaging, on average, 17% of the time, whilst they were recorded as beneficial, on average, 45% of the time.

With respect to these averages two factors stand out as especially beneficial. They are having a great difference in age between the INC child and the family's own child and having the INC child younger than the family's own child. Given the first of these it is then not surprising to find that the most damaging factor was seen to be having an INC child close in age to the family's own child. There was also some evidence to suggest that having an INC child of the same sex as the own child was also disadvantageous.

Table 14.

FACTORS DAMAGING OR BENEFITING SUCCESS OF PLACEMENT

	Very Beneficial #	Somewhat Beneficial #	Has no Bearing on the Placement #	Very Damaging #	Somewhat Damaging #	Can't Say #	No Answer #	TOTAL #
If the INC child is close in age to a child in my own family I feel this is	24	19	24	9	27	34	9	146
If there is a great difference in age between the INC child and my own children I feel that this is	20	45	46	2	5	18	10	146
If the INC child is older than my own family I feel that this is	16	39	39	5	10	29	8	146
If the INC child is younger than my own family I feel that this is	21	25	36	1	2	53	8	146
If the INC child is the same sex as my own nearest-in-age child I feel that this is	22	24	37	8	18	28	9	146
If the INC child is of the opposite sex to my own nearest-in-age child I feel that this is	10	18	54	5	11	40	8	146

### 8.3.5 INC Parents Preferences for Placements

Support placements are preferred by about 42% of parents as they are paid at a higher rate, afford less disturbance to family routine in the sense that the family doesn't have to adjust to new faces so regularly, and the number of court appearances is lower than with parents choosing remand placements. Very few had a decided preference for remand placements. Fewer parents had a preference for girl placements than for boys. Girls are frequently regarded as more emotionally wearing than boys although some INC mothers like the challenge of caring for adolescent girls. The majority of parents had no preference either way. (Tables 15 and 16)

Table 15. DO YOU PREFER:

	#
Remand placements	11
Support placements	56
Adolescent girl placements	12
No preference	55
No answer	<u>12</u>
Total	<u>146</u>

Table 16. DO YOU PREFER:

	#
Female INC placements	20
Male INC placements	43
No preference	80
No answer	<u>3</u>
Total	<u>146</u>

### 8.3.6 Reaction of Friends to INC Children

Discriminatory reactions were relatively rare. However parents tended to be protective and not expose the INC children to situations where discrimination could be foreseen. Some deliberately adopted a policy of not informing friends and relatives that the children staying with them were, in fact, INC placements. Favourable reactions were the most common.

Table 17.

#### REACTION OF FRIENDS TO THE INC CHILDREN

Very favourable	39
Somewhat favourable	61
Somewhat discriminatory	19
Very discriminatory	-
Unaware that the children are INC placements	13
Can't say	7
No answer	<u>7</u>
Total	<u>146</u>

#### 8.4 INC parents' own teenage background

One of the key reasons that INC parents gave for volunteering to become part of the INC programme was their feeling that they could "appreciate the problems the youngsters are going through" - See Table , Section 8.6. This also came out quite clearly in the preliminary interviews which led to the following information being sought on the INC parents' own teenage background.

What emerges from these tables (Tables 18 to 22) is that, despite their empathy, most INC parents would appear to have had a relatively untroubled teenage period.

The great majority of INC parents (61%) came from large families of four children or more and families headed by two parents (76%). Most were reasonably contented with their own upbringing (84%) which might account for their confidence now in dealing with troubled teenagers. About a quarter of the female parents and a half of the male parents had been in some trouble, though not necessarily serious trouble, with police, school, or other authorities which is consistent with their descriptions of themselves as "a rebel", "a bit of a handful" or "lively" (67%). However a surprising 32% said that as a child they had been rather quiet and withdrawn. Only 8 of the 146 parents had spent any time in a secure care establishment.

The general picture to be gained is that INC parents seem on the whole to be happy, confident people who have experienced successful upbringing on the part of their own parents. The reason for the empathy may be as one parent commented "If I had not been so lucky I could have gone that way too."

Table 18. NUMBER OF SIBLINGS

	#
None	2
One or two	55
Three or four	48
Five or six	17
Seven or more	23
Don't know	<u>1</u>
TOTAL	<u>146</u>

Table 19. AS A TEENAGER DID YOU LIVE MOSTLY WITH:

	#
Both natural parents	111
One parent	10
One parent & step-parent	11
Foster parents	-
Relatives	2
Independently	5
Other	5
No answer	<u>2</u>
TOTAL	<u>146</u>

Table 20. ON THE WHOLE WAS YOUR  
CHILDHOOD HAPPY?

	#
Yes, very	58
Pretty good	44
Fair	20
No, not too happy	17
Quite unhappy	5
No answer	<u>2</u>
TOTAL	<u>146</u>

Table 21. AS A CHILD WERE YOU

	#
A rebel	7
A "bit of a handful"	22
Lively but pretty good on the whole	67
Rather quiet	38
Withdrawn	8
Don't know	2
No answer	<u>2</u>
	<u>146</u>

Table 22. AS A CHILD OR TEENAGER WERE YOU EVER IN TROUBLE WITH THE POLICE,  
SCHOOL OR OTHER AUTHORITIES?

	<u>Female</u>	<u>Male</u>	<u>Total</u>
	#	#	#
Frequently	1	2	3
Once or twice	18	29	47
No	60	35	95
No answer	<u>-</u>	<u>1</u>	<u>1</u>
Total	<u>79</u>	<u>67</u>	<u>146</u>

## 8.5 Administration

### 8.5.1 Staff and Parent Relationships

Relationships between INC parents and DCW staff were, in general, very good. Some found themselves unable to comment generally because they were relatively new to the system or the welfare officer was but, where they were able, the comments were mainly favourable. SSSOs and support workers were especially highly rated. Less enthusiastic comments were forthcoming concerning the children's community welfare workers and, in some cases, friction did arise when parents made decisions concerning the discipline of the child which they felt were subsequently undermined by the child's worker. This is one area which could benefit from greater communication between the two groups, and discussion between parents and workers of common problems, divorced from consideration of any particular child, could usefully be incorporated in the regular parent meetings.



Table 23.

HOW WOULD YOU RATE YOUR RELATIONSHIP WITH:

	Very good #	Good #	OK #	Not so good #	Very bad #	Can't say #	N/A #	TOTAL #
The current SSYO	71	27	17	1	-	23	7	146
The current INC manager	59	26	12	2	1	22	24(a)	146
Your current support worker	64	33	14	4	-	26	5	146
The children's community welfare workers	37	43	33	8	2	14	9	146

(a) Not all regions have INC Managers.

Table 24 supports the generally favourable comments of Table 23 concerning the worker assigned to support the INC family itself. There does not seem to be any problem in this area.

Table 24.

IS YOUR SUPPORT WORKER

	Mostly #	Some- times #	Not often #	Can't say #	N/A #	TOTAL #
Easily reached	99	18	8	15	-	146
Prepared to spend time with you when necessary	108	13	2	16	7	146
Sympathetic and supportive	105	16	1	16	-	146
Able to provide wanted information	92	24	5	18	7	146
Are appointments kept?	104	16	3	16	7	146

### 8.5.2 Diaries and Contracts

Keeping a diary related to INC placements has proved to be useful in some difficult cases. Parents in some regions have been specifically requested to keep such diaries which are to be available to the INC child on request. (Several parents also encourage the child to keep such a diary.) It is a means of recording progress, and regress, towards any objectives that may have been decided on between the child, the INC parent and the welfare workers. In

this respect it is instructive to compare the keeping of diaries with the signing of contracts specifying objectives. Only 27% of parents said they regularly signed contracts (Table 25) but 46% kept diaries (Table 26) either on a regular daily basis or for important events only. However, these responses may understate the facts, especially for diary keeping, as parents were asked to respond on an individual basis. As it is likely that only one diary record would be kept per household, the actual number of households where diaries were used could be greater than 46%. In Table 27 the keeping of a diary has been related to offences during placement. Diary keeping here is by the mother (see the chapter on methodology, Chapter 6). While many more parents are recorded as keeping diaries in those cases where no re-offending occurs this partially reflects the greater number of placements for which there were, in fact, no offences.

Proportionately diaries are kept in about 70% of cases where there are no offences, 60% of cases where there are offences and there is legal action taken and in only 35% of cases where re-offending takes place without legal action. From these figures it would appear that more diary keeping is involved, as far as the mothers are concerned, either when there are important events, such as offence with legal action, or where the placement does not offend at all.

Table 25. DO YOU, ON A REGULAR BASIS, SIGN CONTRACTS UNDERTAKING TO WORK TOWARDS SPECIFIC GOALS FOR THE INC CHILDREN PLACED WITH YOU ON SUPPORT?

	#
Yes	36
No	97
No answer	13
TOTAL	146

Table 26. KEEPING OF A DIARY RELATED TO THE INC PLACEMENTS BY SEX OF RESPONDENT

	Female #	Male #	TOTAL #
On a regular daily basis	13	4	17
Only for important events	32	24	56
Not at all	28	36	64
No answer	6	3	9
	79	67	146

Table 27. PARENT'S DIARY RELATED TO INC PLACEMENTS BY WHILE PLACED DID THE CHILD RE-OFFEND?

	Re-offended without legal action taken #	Re-offended and legal action taken #	No Re- offending #	N/A #	TOTAL #
On a regular daily basis	2	12	21	1	36
Only for important events	10	21	44	5	80
Not at all	19	21	26	1	67
No answer	3	2	3	28	36
TOTAL	34	56	94	35	219

Table 25 indicates the proportion of parents who regularly signed contracts involving specific objectives for the children. 44% thought that they were useful either as a guide to action or as a commitment, this of course included many who said they did not regularly sign contracts. The question required the respondent to interpret the term regularly. In Table 28 comments on the usefulness of contracts have been related to the signing of contracts and the responses weighted by the number of support placements the respondent has had. Of those who feel able to comment there is a higher proportion of "not very useful" amongst those who do not sign, nevertheless the proportion who think they are useful is very high even in the no signing group (over 60% of those who feel able to comment). In Table 29 responses on usefulness are given, unweighted, by parent.

These results suggest that more effort on the part of the department to promote the signing of contracts would be well received by parents and is perceived by them to have positive benefits. These contracts could be reconsidered at regular review of progress sessions attended by parents (Table 30).

Table 28. SIGNING OF CONTRACTS BETWEEN INC PARENT AND CHILD BY HOW USEFUL THE INC PARENT CONSIDERED THESE CONTRACTS

	Useful as a guide to action #	Useful as a commitment #	Not very useful #	Can't say #	TOTAL #
Signed Contracts?					
Yes	24	20	17	-	61
No	14	17	18	70	119
No answer	-	4	3	32	39
	38	41	38	102	219

Table 29. HOW USEFUL DO YOU CONSIDER THESE CONTRACTS?:

	#
Useful as a guide to action	31
Useful as a commitment	25
Not very useful	23
Can't say	49
No answer	18
TOTAL	146

Table 30. DO YOU ATTEND REGULAR SESSIONS TO REVIEW THE PROGRESS OF THE CHILD YOU ARE CARING FOR?:

	#
At least once a month during placement	40
About once every 2 months	35
About once every 3 months	35
Less regularly than every 3 months	12
Not at all	5
No answer	<u>19</u>
TOTAL	<u>146</u>

### 8.5.3 Breaks between placements

Table 31 records parents' preferences for breaks between placements weighted by the number of support placements they have had and related to offences during placement.

From this it can be seen that, overwhelmingly, parents thought that a break was necessary between some placements but they differed considerably on when the break should occur. Of the 219 placements recorded, parents responsible for 58 of them considered that the break should be of their own choosing, others considered that breaks should occur between long placements or between particularly difficult placements. Few rated income substitution as an important factor in deciding the break.

Interestingly proportionately more parents are in favour of breaks between placements, either as a regular thing or when a placement has been particularly difficult, in cases where there has been no reoffending. This may suggest that the difficulty of a placement is not well measured by whether the child has offended or not and that in many cases a child may offend but otherwise be easy to manage within the home.

The conclusion to be drawn from this analysis is that breaks should be built into the system but need to be tailored to particular circumstances.

Table 31.

LIKE A BREAK BETWEEN PLACEMENTS BY WHILE PLACED  
DID THE CHILD RE-OFFEND?

	Re-offended without legal action taken	Re-offended and legal action taken	No Re- offending	N/A	TOTAL
	#	#	#	#	#
Yes, as a regular thing between all placements	2	3	12	1	18
Yes, but only if other part-time income was available	-	2	1	-	3
Yes, but only between long placements	5	6	14	-	25
Yes, but only when a placement has been particularly difficult	4	11	25	1	41
Yes, in order to take annual holidays	-	1	1	-	2
Yes, but only when I choose	14	22	19	3	58
No, they are not necessary	1	1	4	1	7
Can't say	-	1	1	-	2
No answer	8	9	17	29	63
<b>TOTAL</b>	<b>34</b>	<b>56</b>	<b>94</b>	<b>35</b>	<b>219</b>

### 8.6 Recruitment of INC Parents

Recruitment of INC parents is currently of concern to officers handling the programme and at least one region has appointed a welfare worker specifically to recruit and train new INC parents. The information presented in this section was designed to help in further recruitment projects.

#### 8.6.1 Reasons for joining (and leaving) the INC Programme

The main reasons given for joining INC were that the parents liked children and that they could appreciate the problems they were going through (Table 32). These reasons are perhaps not unconnected with the observation in 8.5 that INC parents are mainly drawn from large families.

Table 32. FIRST AND SECOND REASON FOR JOINING INC BY SEX OF RESPONDENT

	<u>Female</u>	<u>Male</u>	<u>TOTAL</u>
	#	#	#
I felt my background qualified me to help	18	16	34
I am able to help others and earn money at the same time	18	15	33
I can appreciate the problems the youngsters are going through	38	33	71
I think I have a sense of Christian duty and feel an obligation to help	10	12	22
I saw it as an exciting challenge	18	13	31
I like children and wanted to help	50	38	88
TOTAL	<u>152(a)</u>	<u>127(a)</u>	<u>279(a)</u>
Total sample	79	67	146

(a) Some respondents gave only one reason.

Some 39 parents in the sample have withdrawn from the scheme.  
Their reasons are given below in Table 33.

Table 33. REASON FOR WITHDRAWING FROM THE INC SCHEME

	#
A job transfer meant moving away from the area	3
Pregnancy	5
I needed a break for health reasons	4
I wasn't really prepared for what the programme entailed	2
There were difficulties in negotiating with other INC workers	2
The physical damages caused meant that the money wasn't worth it	1
The emotional damages caused meant that the money wasn't worth it	5
Other	<u>17</u>
TOTAL	<u>39</u>

Once in the scheme certain reasons appear strengthened whilst others are weakened. Table 34 examines this aspect. The responses are weighted by the number of support placements the parents have had. Here appreciation of the problem as a reason for remaining an INC parent as against a reason for joining grows stronger with more exposure to the children.

#### 8.6.2 Interest in the scheme, information and active recruitment by existing INC Parents

Women were generally the first to be interested in the scheme (Table 35) and the major source of information was recorded as the newspaper (Table 36). This was generally the local free issue press. INC parents rated third after the Department for Community Welfare as a source of information about the scheme. This does not seem to be for want of trying on the part of INC parents if Table 37 is any guide. 64% of the weighted responses indicate that some effort has been made. About 50% indicate an interest in participating actively in recruitment programmes. About 68% of weighted responses in Table 38 indicate an interest in receiving a regular newsletter with INC related material in it while rather more, curiously enough would be interested in contributing ideas and experience to such a newsletter.

Table 34.

REASONS FOR JOINING THE INC PROGRAMME BY REASONS FOR REMAINING INC PARENT  
(Weighted by number of support placements)

Reasons for remaining INC parent

	I felt my background qualified	I am able to help others and earn	I can appreciate the problems	I think I have a sense of Christ- ian duty	A challenge	I like children	TOTAL
	#	#	#	#	#	#	#
<u>Reasons for joining the INC programme</u>							
I felt my background qualified to help	6	-	-	5	-	6	17
I am able to help others and earn money at the same time	-	26	4	-	1	6	37
I can appreciate the problems the youngsters are going through	-	-	36	-	1	-	37
I think I have a sense of Christian duty and feel an obligation to help others	-	-	-	6	1	-	7
I saw it as an exciting challenge	-	-	4	2	4	-	10
I like children and wanted to help	-	4	5	-	1	57	67
<b>TOTAL</b>	<b>6</b>	<b>30</b>	<b>49</b>	<b>13</b>	<b>14</b>	<b>63</b>	<b>175</b>



Table 35. WHO WAS INTERESTED FIRST IN THE SCHEME BY SEX OF RESPONDENT?

	Female	Male	Total
	#	#	#
Myself	54	20	74
My partner	16	40	56
No answer	9	7	16
	79	67	146

Table 36. INFORMATION ABOUT INC OBTAINED FROM:

	Female	Male	TOTAL
	#	#	#
T.V.	1	1	2
Radio	-	2	2
Newspaper	53	43	96
Magazine	-	-	-
Friend, not an INC parent	5	3	8
INC parent	12	7	19
Department for Community Welfare	31	23	54
TOTAL	102(a)	79(a)	181(a)
TOTAL SAMPLE	79	67	146

(a) Multiple response

Table 37. WOULD YOU BE INTERESTED, AS PART OF A RECRUITMENT PROGRAMME, TO SPEAK AT LOCAL MEETINGS OF PARENTS ETC., EITHER BY YOURSELF OR IN COMPANY WITH OTHER INC PARENTS? (Responses weighted by support placements)

	Definitely interested	Somewhat interested	Not really interested	Definitely not int.	N/A	TOTAL
	#	#	#	#	#	#
<u>Have you encouraged other INC parents to join the scheme?</u>						
One	2	3	2	4	-	11
Two	16	1	-	5	-	22
More than two	1	-	7	-	-	8
Tried, & some interested but haven't joined so far	17	24	2	2	-	45
Tried, but no-one interested	9	16	21	10	-	56
Haven't tried	1	6	12	8	4	31
No answer	8	5	-	-	33	46
	54	55	44	29	37	219

Table 38. HOW INTERESTED WOULD YOU BE IN RECEIVING A REGULAR NEWSLETTER  
WITH INC RELATED MATERIAL IN IT?  
 (responses weighted by the number of support placements)

	<u>Definitely</u> <u>interested</u>	<u>Somewhat</u> <u>interested</u>	<u>Not really</u> <u>interested</u>	<u>Definitely</u> <u>not int.</u>	<u>TOTAL</u>
	<u>#</u>	<u>#</u>	<u>#</u>	<u>#</u>	<u>#</u>
<u>How interested would</u> <u>you be in contribut-</u> <u>ing your ideas and</u> <u>experience to such a</u> <u>newsletter.</u>					
Definitely interested	36	58	-	-	94
Somewhat interested	-	32	29	-	61
Not really interested	-	23	15	22	60
Definitely not interested	-	-	-	4	4
	36	113	44	26	219

## APPENDIX A

### Review Objectives

#### A.1. Proposed Research

It was proposed that the study be undertaken to examine and document the effects of the INC programme. The study was to identify the changes in behaviour and circumstances which could be attributed to the programme. The study was also, through comparative research techniques, to document the success of the programme and the factors contributing to its success.

It was decided that the final outcome of the proposed study should be a document which performed two functions.

- a. To provide information collected via rigorous research techniques for those people outside of South Australia who may consider setting up an INC programme.
- b. To provide information useful to improving the INC programme in South Australia.

The following more specific objectives were originally set for the research.

#### 1. Changes

Identify the changes, or possible changes, which may be a result of, or associated with, an INC placement. Of all the possible changes identify the changes which can be considered desirable and in accordance with the overall objectives of INC. Also identify the changes which may occur which are not desirable and are counter to INC's objectives. Develop a list of critical changes which can be used to highlight the ways in which INC's success can be enhanced.

In this context a concept of change broader than the likelihood of reoffending is to be used. A number of other gross behavioural measures, such as school attendance, employment stability and "softer" measures of change in attitude and behaviour are to be considered.

#### 2. Factors contributing to change

Identify the main factors in the INC programme contributing to the critical changes as specified in objective a. Determine the significance of the factors. Establish how the programme can be enhanced by further development of factors contributing to desirable change. Investigate ways of establishing how to identify the young offenders who are most likely to benefit from INC

#### 3. Phases of the INC programme

The changes, and the factors contributing to the changes associated with the INC programme, will be influenced by the approach adopted in each of the phases within the programme. Thus, in considering objectives a. and b. each phase is to be researched.

These are:

1. Selection and training of families.

2. Selection of juveniles for INC

It is understood that there are seasonal and long term trends in the behaviour of juveniles in relation to offending and there are trends in the use of the sentencing alternatives of the courts. Thus it will be most important in particular for the proposed study to examine the attitudes of courts towards the INC and what the courts may have done with those youths that have been placed in INC if INC had not been available.

3. Matching.

In the many things that should be examined in relation to the success or otherwise of the matching process it will be important to examine class differences. (It is understood that different class groups also vary in their attitudes towards the desirability of the INC approach.)

4. The Placement.

5. Post Placement.

4. Statistical Analysis

The study is to examine and use the statistics available on the INC programme. Using a relatively large number of cases the study is to collect and analyse information in an objective, replicable and scientific manner so as to provide some quantitative measure on the importance of the critical changes and factors identified in objectives 1, 2 and 3.

2. Discussion

The initial stages of the research involved exploratory work in which the overall objectives for the project were further developed. It was recognised that a formal comparative study of the effectiveness of INC versus other alternatives such as secure care or deferred sentencing was beyond the scope of this particular study. Such a comparative study would require in these circumstances a detailed analysis of a number of factors, each of which would require substantial resources.

For example, a comparative study would require an examination of trends in police and court procedures in relation to juvenile offenders to determine the effect to which any changes in the outcomes of various sentencing options could be attributed to changes in procedures and the individuals being presented to the courts. Similarly, trends in juvenile behaviour would also have to be examined. Consequently it was decided to direct the bulk of the resources available for the study towards an examination of the INC programme itself and to direct only minimal parts of the resources to examining the other sentencing alternatives.

The initial exploratory research also indicated that the data which would be of greatest use which the study could produce, would be information to be obtained from departmental staff, both professional staff and INC families and departmental records. This allowed for the adoption of a methodology which was totally compatible with the strict adherence to the need for confidentiality within the study. Thus it was decided that the research would not involve collecting data from individuals or organisations beyond the department and the INC parents. In particular it was decided that a measure of success which incorporated an assessment from an employer or teacher should not be used as the resources required to undertake this would be better used in other areas and contact of this nature with employers or teachers would not constitute ethical research practices. Finally, the initial exploratory research also indicated that the study should take more a managerial stance rather than being a statistical trend analysis study.

APPENDIX BMethodologyB.1. Data Search

Existing data sources were researched and found to have such large gaps as to render them unusable for this project. Thus all data had to be collected from scratch.

B.2. Exploratory Interviews

Over 40 interviews and group discussions were held with a variety of people involved in the INC programme. These included all the supervisors of Services to Young Offenders, INC managers and Project Workers, some District Officers and Community Welfare Workers, psychologists on Assessment Panels, many INC families, some young offenders on current placements and some young offenders currently at S.A.Y.T.A.C. who had previously had on INC placement. All regions were contacted.

B.3. Regional Contact

The Department for Community Welfare is divided into four city and two country regions. Within the operating guidelines of the INC programme, the Supervisors of Services to Young Offenders in each region are largely independent. The research assistant attended a monthly management meeting in each region to explain the reasons for and the method and procedures associated with the Review Programme. Every effort was made at this stage to ensure the support of the District Officers and their important role in the later data collection phase was explained and some of the difficulties discussed.

B.4. Interim Report

At this stage an interim report was presented to the Research Committee outlining the issues which had been discovered as a result of the interviews. During the meeting was then discussed the major objectives to be met by the next, data-collection, phase of the programme.

B.5. Questionnaires

Four questionnaires were designed as outlined below and the administration of these questionnaires proceeded in three, overlapping stages:

Source:Data Sought:

INC parents

1. Background and performance of INC parents.
2. Background and performance of INC placements.

Comments

INC parents were notified by letter that the Australian Institute of Criminology had funded a review of the INC programme and they were given an estimation of the dates involved. Once the questionnaires had

bee4 prepared, the research assistant addressed the Regional Parents meetings explaining the background of the Review and the need for the data, then the nature of the questionnaires was explained and questions sought and answered. To minimize collusion in responding to the questionnaires parents were requested not to collaborate on questionnaire (1) and the questionnaires were not handed out until parents were ready to leave the meeting. Questionnaire (1) was to be filled out separately by both parents. Questionnaire (2) was to be filled out jointly by parents as it applied to the children placed in their joint care. Almost 50% of current INC parents were contacted at group meetings. For the remainder and for ex-INC parents the research assistant first telephoned and then visited each parent, covering the same ground as in the meetings. Some parents could not be visited because of time constraints and these were contacted by phone. The reason for the Review was explained to them and their agreement obtained to complete the questionnaires which were then posted out. All questionnaires, hand-delivered or posted were accompanied by stamped, addressed, return envelopes. A very few ex-INC parents had moved interstate or were not contactable by phone and these questionnaires were posted, where addresses were known, with an explanatory covering letter. Follow-up phone calls were used. The response rates are given in table D.1.

Community Welfare Workers      3. Background and Performance on INC placements.

Comments

The data sought from Community Welfare Workers, to a large extent, duplicated that sought from INC parents. It involved, of course, a different subjective viewpoint. Because of the turnover rate of Community Welfare Workers which is about three years, many of the C.W.W. forms had to be completed by workers who may have had only a slight, or even no, acquaintance with the child, working from departmental records. The relatively high response rate from the scattered Community Welfare Workers is attributed to the prior relationship established with the District Officers in charge. The response rates are given in table D.1.

INC Management      4. Management Problems.

Comments

This form was designed to record less structured comments from departmental staff. The forms were posted out with a covering letter. In this form they were largely ineffective, only some five forms being returned from the 50 issued.

Even these were often less than useful. The very poor results on this questionnaire reinforce the belief that it was the personal approach and commitment that ensured the success of questionnaires 1-3.

APPENDIX C.1 INC PARENTS ABOUT THE PROGRAMME

Region:

District Office:

Name (Mr, Mrs, Miss)

Address

Name of Spouse or Partner:

CONFIDENTIALITY

This identifying sheet is used only for the purpose of contacting you. When it is returned, your name will be checked off a list and this sheet removed. From then on, the information will be identified only by a code number.

Please return this form in the envelope provided.



Q1. To which ethnic group do you belong?

Aboriginal Australian	1
Other Australian	2
English	3
Austrian or German	4
Greek	5
Yugoslavian	6
Italian	7
Other European (specify.....)	8
Other (specify.....)	9

Q2. What is your age?

Under 25	1
26 - 36	2
36 - 45	3
46 - 55	4
56 - 65	5
Over 66	6

Q3. Are you -

employed full time	1
employed part time or casual	2
unemployed	3
home duties	4
a student	5

Q4. If employed full-time or part-time, what is the nature of that employment?

professional	1
skilled tradesman	2
other	3

Q5. What is the highest level of education reached?

finished university course	1
finished institute or technical or similar course	2
started but didn't finish university course	3
started but didn't finish institute or technical course or similar	4
high school or secondary school for 3 years or more	5
high school or secondary school for less than 3 years	6
primary school	7
none	8

Q6. Please indicate by placing a tick in all the relevant boxes whether you have had any previous experience in -

Teaching	<input type="checkbox"/>
Social work	<input type="checkbox"/>
Nursing or medical	<input type="checkbox"/>
Close contact with young people	<input type="checkbox"/>
Close contact with troubled people	<input type="checkbox"/>

Q7. What is your current marital status?

Single	1
Married	2
Married de facto	3
Divorced	4
Widowed	5

Q8. How many children do you have?

None	0
one	1
two	2
three	3
four	4
five or more	5

Q9. How many of these children are living at home?

none	0
one	1
two	2
three	3
four	4
five or more	5

Q10. How many of these children at home are between 13 and 17 years of age?

none	0
one	1
two	2
three	3
four	4
five or more	5

Q11. How long have you been an INC parent?

less than 3 months	1
4 to 12 months	2
13 to 24 months	3
25 to 36 months	4
over 36 months	5

Q12. How many different INC children have you had? (Remand, support or adolescent girls)

none	0
one	1
two or three	2
four or five	3
six or seven	4
eight or nine	5
ten or eleven	6
twelve or more	7
don't know	8

Q13. Our records show that all these  are support placements. Individual forms are supplied for each placement.

Q14. Were you or your spouse or partner the first to be interested in the scheme?

- Myself 1
- My partner 2

**INC RECRUITMENT AND TRAINING**

Q15. Please indicate by placing a tick in all the appropriate boxes where you obtained information on IN.C

- TV
- Radio
- Newspaper
- Magazine
- Friend - not an INC parent
- INC parent
- Dept. of Community Welfare

Q16. Please rank the following reasons for joining INC from 1 (most important) to 6 (least important).

- I felt my background qualified me to help
- I am able to help others and earn money at the same time
- I can appreciate the problems the youngsters are going through
- I think I have a sense of christian duty and feel an obligation to help others
- I saw it as an exciting challenge
- I like children and wanted to help

Comments on this and other questions are invited on the back of this questionnaire. Please label your comments with the respective question No.

Q17. Now please rank your reasons for remaining as an INC parent.

- I feel my background qualifies me to help
- I am able to help others and earn money at the same time
- I understand the problems the youngsters are going through
- I have a sense of christian duty and feel an obligation to help others
- I still see it as a challenge
- I like children and want to help

Q18. When did you do your initial training?

- during 1979 1
- during 1980 2
- during 1981 3
- during 1982 4
- never 5

If you answered "never" to the question above go to question 21.

Q19. For how many weeks were you involved in training before your first placement?

- less than 4 weeks 1
- between 5 - 8 weeks 2
- between 9 - 12 weeks 3
- between 13 - 16 weeks 4
- between 17 - 20 weeks 5
- between 21 - 24 weeks 6
- more than 24 weeks 7

Q20. Approx. how many training sessions did you attend before receiving your first placement?

- less than 4 1
- between 5 - 8 2
- between 9 - 12 3
- between 13 - 16 4
- more than 16 5
- don't know 6

Q21. Since your first placement have you been involved in training and/or discussion sessions with other parents and departmental members?

- regularly, once or twice a month 1
- regularly, once every 2 or 3 months 2
- on a few occasions, not regularly 3
- once 4
- not at all 5

Q22. How regularly would you like to be involved in such training and/or discussion groups?

- once a week 1
- once a fortnight 2
- once a month 3
- once every 2 or 3 months 4
- on an infrequent and irregular basis 5
- as needed 5
- not at all 6

Q23. How important do you think it is to have information on the following subjects during the initial training course?

	Very Imp.	Quite Imp.	Not so Imp.	Best left for later	Not necessary at all
DCW Management (information in 'The Manual')	1	2	3	4	5
History of the INC program	1	2	3	4	5
Court procedures	1	2	3	4	5
Communication Skills	1	2	3	4	5
Adolescent Development stages	1	2	3	4	5
Health and hygiene	1	2	3	4	5
Alcohol-and drugs	1	2	3	4	5
Recreational activities for youth	1	2	3	4	5
Dealing with difficulties	1	2	3	4	5
Medical & other insurance matters	1	2	3	4	5
Education & employment opportunities for teenagers	1	2	3	4	5
How to deal with the child's parents	1	2	3	4	5
How to say 'goodbye'	1	2	3	4	5
How to deal with child's welfare worker	1	2	3	4	5
The role of the INC parent's support worker	1	2	3	4	5
Rules of family planning advice	1	2	3	4	5

Q24. How interested would you be in receiving a regular newsletter with INC related material in it?

Definitely interested	1
Somewhat interested	2
Not really interested	3
Definitely not interested	4

Q25. How interested would you be in contributing your ideas and experience to such a newsletter?

Definitely interested	1
Somewhat interested	2
Not really interested	3
Definitely not interested	4

Q26. Have you encouraged other INC parents to join the scheme?

One	1
two	2
more than two	3
tried, and some interested but haven't joined so far	4
tried, but no-one interested	5
haven't tried	6

Q27. Would you be interested, as part of a recruitment program, to speak at local meetings of parents etc., either by yourself or in company with other INC parents?

Definitely interested	1
Somewhat interested	2
Not really interested	3
Definitely not interested	4

Q28. Coming now to the INC placements themselves, how would you rate the following factors with respect to damage or benefit to the success of the placement?

	Very Beneficial	Very Damaging	Somewhat Damaging	Has no Bearing on the Placement	Somewhat Beneficial	Can't Say
If the INC child is close in age to a child in my own family I feel that this is	1	2	3	4	5	6
If there is a great difference in age between the INC child and my own children I feel that this is	1	2	3	4	5	6
If the INC child is older than my own family I feel that this is	1	2	3	4	5	6
If the INC child is younger than my own family I feel that this is	1	2	3	4	5	6
If the INC child is the same sex as my own nearest-in-age child I feel that this is	1	2	3	4	5	6
If the INC child is of the opposite sex to my own nearest-in-age child I feel that this is	1	2	3	4	5	6

Q29. As an INC parent would you consider that you have benefitted in any of the following ways?

	Considerably benefitted	Moderate benefit	No effect	Ill effect	Can't say
It has brought parents closer together	1	2	3	4	5
It has improved our communication with our own children	1	2	3	4	5
It has increased tolerance on our part as parents	1	2	3	4	5
It has increased tolerance on the part of our children	1	2	3	4	5
It has helped our children become more knowledgeable about social matters	1	2	3	4	5
The children have learned to share with others	1	2	3	4	5

Q30. As a result of an INC placement do you consider any of the following to have presented problems for your family?

	No problem	A small problem overall	serious problem with some placement	serious problem with all or almost all	can't say
lack of privacy	1	2	3	4	5
lack of free time to ourselves	1	2	3	4	5
theft of belongings	1	2	3	4	5
damage to property	1	2	3	4	5
physical danger to own children	1	2	3	4	5
moral danger to own children	1	2	3	4	5
insurance and reimbursements	1	2	3	4	5
Other (specify.....)	1	2	3	4	5

Q31. Which do you consider to be the most important of the following general objectives of INC parents? (Rank in order 1 = most important 9 = least important)

- To prevent re-offending
- To provide needed discipline
- To provide stability and common-sense rules
- To change child's attitudes towards authority, work or school
- To provide the child with a loving & caring atmosphere
- To behave in ways that set a good example for the child
- To make the child feel needed or give him/her a sense of importance
- To help them handle relationships with their own family
- Other (please specify.....)


Q32. How would you rate your relationships with -

	V.gd	Gd.	OK	Not so gd.	V.bad	Can't say
the current SSYO	1	2	3	4	5	6
the current INC manager	1	2	3	4	5	6
your current support worker	1	2	3	4	5	6
the children's comm. welfare workers	1	2	3	4	5	6

Q33. Is your support worker -

	Mostly	Some- times	Not often	Can't say
Easily reached?	1	2	3	4
Prepared to spend time with you when necessary?	1	2	3	4
Sympathetic and supportive?	1	2	3	4
Able to provide wanted information?	1	2	3	4
Are appointments kept?	1	2	3	4

Q34. Do you keep a diary related to the INC placements?

On a regular daily basis	1
Only for important events	2
Not at all	3

Q35. Do you, on a regular basis, sign contracts undertaking to work towards specific goals for the INC children placed with you on support?

Yes	
No	

Q36. How useful do you consider these contracts to be?

Useful as a guide to action	1
Useful as a commitment	2
Not very useful	3
Can't say	4

Q37. Do you attend regular sessions to review the progress of the child you are caring for? (Answer with respect to support placements only)

At least once a month during placement	1
About once every 2 months	2
About once every 3 months	3
Less regularly than every 3 months	4
Not at all	5

Q38. Do you prefer to have -

Remand placements	1
Support placements	2
Adolescent girl placements	3
No preference	4

Q39. Do you prefer to have -

Female INC placements	1
Male INC placements	2
No preference	3

Q40. On the whole, what is the reaction of your friends to the INC children?

Very favourable	1
Somewhat favourable	2
Somewhat discriminatory	3
Very discriminatory	4
Unaware that the children are INC placements	5
Can't say	6

Q41. Would you like to have a break between placements?

Yes, as a regular thing between all placements	1
Yes, but only if other part-time income was available	2
Yes, but only between long placements	3
Yes, but only when a placement has been particularly difficult	4
Yes, in order to take annual holidays	5
Yes, but only when I choose	6
No, they are not necessary	7
Can't say	8

The following questions are designed to help us know a little about the background of INC parents.

Q42. How many brothers and/or sisters do you have?  
(If some have since died, state the number  
that you grew up with)

None	0
one or two	1
three or four	2
five or six	3
seven or more	4
don't know	5

Thank-you for your co-operation. If  
there is anything you would like to  
add concerning any question, please  
feel free to write your comments on  
the back of the questionnaire.

Q43. As a teenager did you live mostly with -

both natural parents	1
one parent	2
one parent and step-parent	3
foster parents	4
relatives	5
independently	6
Other (specify.....)	7
.....)	7

Q44. Do you consider you had a happy childhood?

Yes, very	1
pretty good	2
fair	3
no, not too happy	4
quite unhappy	5

Q45. As a child or teenager were you every in  
trouble with the police, school or other  
authorities?

frequently	1
once or twice	2
no	3

Q46. Do you consider yourself as a child to  
have been -

a rebel	1
a 'bit of a handful'	2
lively but pretty good on the whole	3
rather quiet	4
withdrawn	5
don't know	6

Q47. Did you ever spend time in a secure care  
establishment?

Yes	1
No	2

Q48. Including INC payments, what is your  
household income before tax?

0-\$39 pw	0-\$2000pa	1
over \$39-\$96 pw	over \$2000-\$5000pa	2
Over \$96-\$154pw	over \$5000-\$8000pa	3
over \$154-\$231pw	over \$8000-\$12000pa	4
over \$231-\$288pw	over \$12000-\$15000pa	5
over \$288-\$346pw	over \$15000-\$18000pa	6
over \$346pw	over \$18000 pa	7
	DKNA	8

For ex INC parents only, instead of Q11.

Q. How long were you an INC parent?

Less than 3 months	1
4 to 12 months	2
13 to 24 months	3
25 to 36 months	4
Over 36 months	5

---

Extra for INC parents who have withdrawn,  
in lieu of Q17.

Please rank your reasons for withdrawing from  
the INC scheme.

A job transfer meant moving away from the area	<input type="checkbox"/>
Pregnancy	<input type="checkbox"/>
I needed a break for health reasons	<input type="checkbox"/>
I wasn't really prepared for what the program entailed	<input type="checkbox"/>
There were difficulties in negotiating with other INC workers	<input type="checkbox"/>
The physical damages caused meant that the money wasn't worth it	<input type="checkbox"/>
The emotional damages caused meant that the money wasn't worth it	<input type="checkbox"/>
Other (please specify..... .....)	<input type="checkbox"/>

---

APPENDIX C.2 INC Parents about the Placements

INDIVIDUAL PLACEMENT FORM

NAME:  
 DATE OF BIRTH:  
 DATE OF PLACEMENT:  
 DATE OF TERMINATION:  
 SEX:  
 AGE AT PLACEMENT:

Q1. What offence/s was committed by the child which resulted in the INC placement? (Please tick all the appropriate boxes)

- Assault
- Breaking and entry
- Theft or larceny
- Illegal use of motor vehicle
- Wilful damage
- Unknown
- Other (please specify.....)
- .....)

Q6. Talking now of the child's intellect and ability to understand new ideas or specific jobs or tasks, how would you rate the child compared to most children of a similar age? That is, compared to all children and not just young offenders?

- Well above average 1
- Slightly above average 2
- Average 3
- Slightly below average 4
- Well below average 5
- Don't know 6

Q2. Was the child, during the time of placement - (please tick all the appropriate boxes)

- Employed
- Unemployed
- A student
- In unpaid employment

Q7. How far from your home did the child normally live prior to joining you?

- 2km. or less (1.6 miles) 1
- Over 2km. up to 4km.(3.2 miles) 2
- Over 4km. up to 6km.(4.8 miles) 3
- Over 6km. up to 10km(8 miles) 4
- Over 10km up to 15km ( 12 miles) 5
- Over 20km up to 30km ( 24 miles) 7
- Over 30km ( 24 miles) 8

Q3. What was the child's ethnic affiliation?

- Aboriginal 1
- Other Australian 2
- English 3
- Austrian or German 4
- Greek 5
- Yugoslavian 6
- Italian 7
- Other European (specify.....) 8
- Other (specify.....) 9
- Don't know 0

Q8. What contact did the child have with his natural family?

- Regular visiting (either by child or parents) 1
- Occasional visits (either by child or parents) 2
- One visit (either by child or parents) 3
- No visits but both telephone contact & correspondence 4
- Only telephone contact 5
- Only correspondence 6
- No contact 7
- Child had no natural family 8

Q4. How long was the placement intended to be?

- 1 month or less 1
- 2 months 2
- 3 months 3
- 4 months 4
- 5 months 5
- 6 months 6
- 7 or more months 7
- Don't know 8

Q9. Did you have contact with the child's family?

- Yes, saw them frequently 1
- Yes, saw them once or twice 2
- No, they lived too far away 3
- No, parents were hostile to child 4
- No, child had no family 5
- Other (please specify.....) 6
- .....) 6

Q5. How long did the child stay with you?

- 1 month or less 1
- 2 months 2
- 3 months 3
- 4 months 4
- 5 months 5
- 6 months 6
- 7 or more months 7
- Don't know 8



Q10. While placed with you, did this child -

	Not ever	Some times	Hardly ever	Fre- quently	Can't recall
Stay out without permission	1	2	3	4	5
Refuse to accept direct orders	1	2	3	4	5
Steal money or property	1	2	3	4	5
Make illegal use of motor vehicle	1	2	3	4	5
Use rude language in or around hse	1	2	3	4	5
Cause wilful damage to property	1	2	3	4	5

Q14. Were any of the offences related to your own property or that of your friends or relatives?

	Yes	No
	1	2
Q15. If theft or damage, please estimate the amount involved. (If there were numerous offences, please estimate the total cost)		
Less than \$10	1	
\$11 - \$100	2	
\$101 - \$1,000	3	
Over \$1,000	4	
Don't know	5	
Not applicable	6	

Q11. With respect to this placement were there any problems for you or the child arising from the child's -

	Not ever	Some times	Hardly ever	Fre- quently	Can't recall
Natural family	1	2	3	4	5
Inability to trust or relate to others	1	2	3	4	5
Aggressive or violent behaviour	1	2	3	4	5
Non-attendance at school or poor school attainment	1	2	3	4	5
Fear reactions or lack of confidence	1	2	3	4	5
Withdrawn or uncommunicative behaviour	1	2	3	4	5
Unacceptable personal habits	1	2	3	4	5

Q12. Did the child re-offend during placement?

Re-offended without legal action taken	1
Re-offended and legal action taken	2
No re-offending	2

If you answered no to the question above, go to question 16.

Q13. Did the offences include the following? (Tick all appropriate boxes)

- Breaking and entry
- Theft
- Illegal use
- Wilful damage
- Unknown
- Other (please specify)
- .....

Q16. Compared with a normal household how would you rate the INC child's relationships with -

	Very good	Better than	Normal	Worse than	Not very good	Hard to judge
Your own children	1	2	3	4	5	6
The INC mother	1	2	3	4	5	6
The INC father	1	2	3	4	5	6
Your friends & neighbours	1	2	3	4	5	6

Q17. Did you have an own child living at home of approximately the same age as the INC child (say - 12 months)?

Yes, of the same sex	1
Yes, of the opposite sex	2
No	3

Q18. How would you rate the changes in the INC child during the period of placement?

	Much worsened	Slightly worsened	No change	Slight improvement	Much improvement	Can't say or N/A
Educational achievement	1	2	3	4	5	6
Confidence, self esteem	1	2	3	4	5	6
Ability to relate to others	1	2	3	4	5	6
Ability to cope with aggressive behaviour	1	2	3	4	5	6
Reduction in delinquent behaviour	1	2	3	4	5	6
Understanding of self and family	1	2	3	4	5	6
Ability to cope with a job	1	2	3	4	5	6
Improved practical skills	1	2	3	4	5	6
Improved hygiene and/or eating habits	1	2	3	4	5	6

Q19. What was the reason for termination of the placement?

As planned	1
Absconded	2
Offending	3
Absconding and offending	4
We couldn't cope	5
Child couldn't cope	6
Interference by the natural family	7
Personality clash	8
Other (specify.....)	0

Q20. Do you feel that the child would have been helped by a longer placement?

Definitely helped	1
Somewhat helped	2
Not really	3
Don't know	4

Q21. Where did the child go when it left your care?

Own family	1
Foster family	2
Friends	3
Relatives	4
Independent living	5
Secure care	6
Residential care	7
Not known	8
Other (specify.....)	9
.....)	9

Q22. What contact have you had with the child since? (Tick all appropriate boxes)

Visits frequently	<input type="checkbox"/>
Visits occasionally	<input type="checkbox"/>
Telephones frequently	<input type="checkbox"/>
Telephones occasionally	<input type="checkbox"/>
Writes frequently	<input type="checkbox"/>
Writes occasionally	<input type="checkbox"/>
Only contacts us when in trouble	<input type="checkbox"/>
No contact at all	<input type="checkbox"/>
Have heard of him/her through others	<input type="checkbox"/>

Q23. Are you in a position to describe any changes in the child's appearance, attitudes or behaviour since he/she left the placement?

Yes	1
No	2

If no, go to question 27.

Q24. If you are able to, please rate the changes that have taken place in the child between the time the placement terminated and your most recent acquaintance with him/her.

	Wor-	No	Some	Much	Can't
	sened	change	improve	improve	say
			ment	ment	
Educational achievement	1	2	3	4	5
Confidence, self esteem	1	2	3	4	5
Ability to cope with aggressive behaviour	1	2	3	4	5
Reduction in delinquent behaviour	1	2	3	4	5
Understanding of self and family	1	2	3	4	5
Ability to cope with a job	1	2	3	4	5
Improved practical skills	1	2	3	4	5
Improved hygiene and/or eating habits	1	2	3	4	5

Q25. How many months have elapsed between the date on which you are basing this assessment and the termination of the child's INC placement?

Less than 3	1
4 - 6	2
7 - 9	3
8 - 12	4
13 - 15	5
16 - 18	6
19 - 21	7
21 - 24	8
More than 24	9

Q26. When the child was last seen or heard of, was he/she -

Employed	1
Unemployed	2
A student	3
In unpaid employment	4
In secure care or prison	5
Don't know	6

Q27. If known, please give the child's current address or contact point.

Thankyou. If there is anything you would like to add about this child, please write it on the back of this questionnaire.

APPENDIX C.3 Community Welfare Workers on Background and Performance of INC Placements.

REGION: \_\_\_\_\_  
 DISTRICT OFFICE: \_\_\_\_\_  
 CW: \_\_\_\_\_

NAME:

Age at Placement in years

Date of Birth:

Sex:

Referral Source:      SAYTC                      1  
                               SAYRAC                     2  
                               CW                            3  
                               SSYO                        4  
                               INC Manager              5  
                               What others are  
                               there?                      7

Date of support placement (approximately if not exactly known)

Date of termination of placement (approx. if not exactly known)

Q1. What was the child's ethnic affiliation?

Aboriginal                      1  
 Other Australian              2  
 English                         3  
 Austrian or German            4  
 Greek                            5  
 Yugoslavian                    6  
 Italian                          7  
 Other European (specify.....) 8  
 Other (specify.....)         9  
 Don't know                     0

Q2. Compared to all children of the same age, how would you assess the child's intelligence level?

Well above average            1  
 Above average                 2  
 Average                         3  
 Below average                 4  
 Well below average            5  
 Not able to say                6

Q3. Does the child have a physical handicap that would affect his employment?

Yes                                1  
 No                                 2  
 Don't know                      3

Q4. What was the child's occupation before the time of placement?

Employed                        1  
 Unemployed                    2  
 Student                         3  
 Unpaid employment          4  
 Don't know                     5

Q5. With how many parents was the child in contact at the time of the INC placement?

Two parents                     1  
 Father                          2  
 Mother                         3  
 Parent and step-parent       4  
 Neither                         5  
 Don't know                     6

Q6. At the time of placement was the child living with -

Two parents                     1  
 Father                          2  
 Mother                         3  
 Parent and step-parent       4  
 Adopted parents               5  
 Foster parents                6  
 Friends or relatives          7  
 Independent                   8  
 Other                            9  
 Don't know                     0

Q7. Was the child considered at the time to be at risk?

	Yes	No	Uncer- tain	Not know
To self	1	2	3	4
To others	1	2	3	4
Of absconding	1	2	3	4

Q8. Had the child had a previous INC placement?

Remand                            1  
 Support                         2  
 Adolescent Girls              3  
 None                             4  
 Not known                      5

Q9. Was the child known or suspected to be using drugs?

	Known	suspected	neither	Don't know
Alcohol	1	2	3	4
glue or petrol sniffing	1	2	3	4
marihuana	1	2	3	4
other drugs	1	2	3	4

Q10. Had the child previously been placed in secure care?

SAYRAC	1
SAYTC	2
Secure care interstate	3
None	4
Don't know	5

Q11. Has the child since been placed in secure care?

SAYRAC	1
SAYTC	2
Secure care interstate	3
None	4
Don't know	5

Q12. What did you, at the time of placement, consider the child's prospects for not re-offending were?

a good chance	1
possible chance	2
little or no chance	3
didn't know the child well enough to say	4

Q13. What did you, at the time of placement, consider the prospects were for positive behavioural changes in the child?

considerable change	1
some change	2
no change	3
possible worsening	4
not able to say	5

Q14. What was the offence/s for which the child was placed in INC?

Murder, assault, rape or robbery with violence	<input type="checkbox"/>
breaking and entry	<input type="checkbox"/>
theft	<input type="checkbox"/>
illegal use of motor vehicle	<input type="checkbox"/>
wilful damage	<input type="checkbox"/>
other (specify).....	<input type="checkbox"/>
Unknown	<input type="checkbox"/>

Q15. Did the child have any previous offences?

None	1
One	2
Several	3
Many	4
Not known	5

Q16. Did the child re-offend during placement?

No	1
Yes, but offence/s were minor	2
Yes and offence not minor	3
Not known	4

Q17. Has the child re-offended since placement?

No	1
Yes, but offence/s were minor	2
Yes, and offence not minor	3
Not known	4

Q18. Nature of re-offence/s. (Check all relevant boxes)

Murder, assault, rape or robbery with violence	<input type="checkbox"/>
Breaking and entry	<input type="checkbox"/>
Theft	<input type="checkbox"/>
Illegal use of motor vehicle	<input type="checkbox"/>
Wilful damage	<input type="checkbox"/>
Other (specify).....	<input type="checkbox"/>
Unknown	<input type="checkbox"/>
Not applicable	<input type="checkbox"/>

Q19. How would you rate the value of the child's contact with peer groups while an INC placement?

destructive	1
no particular impact	2
helpful and positive	3
can't say	4
there was no contact with peer groups	5

Q20. What contact did the child have with his natural family?

- regular visiting (either by child or parents) 1
- occasional visits 2
- one visit 3
- no visits but both telephone contact & correspondence 4
- only telephone contact 5
- only correspondence 6
- no contact, no family 7
- no contact 8
- Don't know 9

Q21. Were you or appropriate CWV able to make contact with the child's family?

- Yes, saw them frequently 1
- Yes, saw them once or twice 2
- No, they lived too far away 3
- No, parents were hostile 4
- No, child had no family 5
- Other (specify)..... 6
- .....) 6
- Don't know 7

Q22. Were you able to effect any beneficial change in the natural parents' ability to cope or their attitude towards their child?

- Considerable beneficial change 1
- some 2
- no change 3
- some worsening 4

Q23. Do you think the child would have been helped if a longer placement had been possible? \*

- definitely would have been helped 1
- would have been somewhat helped 2
- not really 3
- Don't know 4

\*(comments welcomed on the back of this form)

Q24. Where did the child go after the INC placement?

- own family 1
- foster family 2
- friends 3
- relatives 4
- independent living 5
- secure care 6
- residential care 7
- other (specify)..... 8
- not known 9

Q25. How was the placement considered?

- ideal 1
- suitable 2
- not really suitable 3
- definitely unsuitable 4

Q26. If the child was not returned to his/her own family, was the reason that -

- family was unable to cope 1
- family refused to have him or her 2
- family unsuitable 3
- child did not wish to return to family 4
- no family 5
- other (please specify.....) 6
- Don't know 7

Q27. How would you rate the changes in the child during the period of placement (if the child had more than one placement, consider the relevant period to be from the beginning of the first placement to the end of the last one)

	Much improve ment	Some improve ment	No change	Wor- sened	Can't say
Educational achievement	1	2	3	4	5
Confidence, self-esteem	1	2	3	4	5
Ability to relate to others	1	2	3	4	5
Ability to cope with aggressive behaviour	1	2	3	4	5
Reduction in delinquent behaviour	1	2	3	4	5
Understanding of self and family	1	2	3	4	5
Ability to cope with a job	1	2	3	4	5
Improved practical skills	1	2	3	4	5
Improved hygiene and/or eating habits	1	2	3	4	5

Q28. Are you in a position to describe the changes in the child's appearance, attitudes or behaviour since he/she left the placement?

- Yes 1
- No 2

If no, go to question 32.

Q29. How would you rate the changes that have taken place in the child between the time the placement terminated and your most recent acquaintance with him/her?

	Much improve ment	Some improve ment	No change	Wor- sened	Can't say
Educational achievement	1	2	3	4	5
Confidence, self-esteem	1	2	3	4	5
Ability to relate to others	1	2	3	4	5
Ability to cope with aggressive behaviour	1	2	3	4	5
Reduction in delinquent behaviour	1	2	3	4	5
Understanding of self and family	1	2	3	4	5
Ability to cope with a job	1	2	3	4	5
Improved practical skills	1	2	3	4	5
Improved hygiene and/or eating habits	1	2	3	4	5

Q30. How many months have elapsed between the date on which you are basing this assessment and the termination of the child's INC placement?

less than 3	1
4 - 6	2
7 - 9	3
10 - 12	4
13 - 15	5
16 - 18	6
19 - 21	7
21 - 24	8
more than 24	9

Q31. When the child was last seen or heard of, was he/she -

employed	1
unemployed	2
a student	3
in unpaid employment	4
in secure care or prison	5
don't know	6

Q32. If no, please give the child's current address or contact point.

APPENDIX C.4 I.N.C. Management — Management Problems

I.N.C. Management

Background

1. What position do you hold? (e.g. S.S.Y.O., D.O. etc.?) \_\_\_\_\_
2. How long have you been in this position? (approx.) \_\_\_\_\_
3. Have you been involved with I.N.C. previous to this position? If yes, how? \_\_\_\_\_
4. What proportion of your working time is spent with I.N.C.? \_\_\_\_\_

Problems

5. What problems did you find on first taking over this position? How did you go about sorting them out?
6. What are the problems facing you now? What solutions do you see to these problems? Can you handle them yourself or do you need help? If help, what kind?
7. Do you have any specific problems related to other workers that you have not mentioned above? What?
8. Do you have any difficulties in communication with Head Office, Regional Offices etc.? Please specify this one clearly as this may be able to be cleared up quickly.
9. Is there anything that you would like to see get done with ref. to I.N.C.? (If you have previously tried to get this done without success, say what and give your reasons, or your best guess as to why it hasn't been done.)
10. Do you have any comments or suggestions to make concerning the I.N.C. records that are kept?

Any other comments, attached on a separate sheet, would also be most welcome.

Thank you.



APPENDIX D.REGIONAL COMPARISONSTable A.THE CHILD'S ETHNIC AFFILIATION.  
(Parent Response)

	Central North	Central South	Central West	Central East	South Cntry.	North Cntry.	N/A	TOTAL
	#	#	#	#	#	#	#	#
Aboriginal	2	0	2	0	7	0	3	14
Other Australian	50	15	41	8	7	7	12	140
English	7	4	0	0	0	0	2	13
Austrian or German	2	0	0	0	0	0	1	3
Greek	2	0	0	2	0	0	0	4
Yugoslavian	1	0	1	1	0	0	0	3
Italian	0	0	2	1	0	0	0	3
Other European	0	0	0	0	0	0	1	1
Other	2	0	0	1	1	0	1	5
Don't Know	10	3	4	3	7	2	4	33
Total	76	22	50	16	22	9	24	219

Table B.THE CHILD'S OCCUPATION BEFORE THE TIME OF PLACEMENT  
(CWW Response)

	Central North	Central South	Central West	Central East	South Cntry.	North Cntry.	N/A	TOTAL
	#	#	#	#	#	#	#	#
Employed	4	2	1	2	4	0	0	13
Unemployed	35	10	24	9	10	2	0	90
Student	33	8	19	5	7	7	0	79
Unpaid employment	-	-	-	-	-	-	-	-
Don't know	10	0	6	1	1	0	19	37
Total	82	20	50	17	22	9	19	219

Table C.

DURING PLACEMENT THE CHILD WAS:  
(Parent Response)

	Central North	Central South	Central West	Central East	South Cntry.	North Cntry.	N/A	TOTAL
	#	#	#	#	#	#	#	#
Employed	8	4	8	1	3	1	5	30
Unemployed	38	14	25	10	6	2	11	106
A Student	26	7	19	6	6	5	7	76
In Unpaid employment	3	2	3	1	0	0	1	10
<b>Total</b>	<b>75</b>	<b>27</b>	<b>55</b>	<b>18</b>	<b>15</b>	<b>8</b>	<b>24</b>	<b>222</b>

Table D.

PREVIOUS SECURE CARE PLACEMENT  
(CWW Response)

	Central North	Central South	Central West	Central East	South Cntry.	North Cntry.	N/A	TOTAL
	#	#	#	#	#	#	#	#
SAYRAC	29	6	31	10	9	5	0	90
SAYTC	9	6	7	0	2	0	0	24
Secure Care Interstate	0	0	1	2	1	1	0	5
None	17	5	2	3	5	3	0	35
Don't Know	27	3	9	2	5	0	19	65
<b>Total</b>	<b>82</b>	<b>20</b>	<b>50</b>	<b>17</b>	<b>22</b>	<b>9</b>	<b>19</b>	<b>219</b>

Table E.

SECURE CARE PLACEMENT SUBSEQUENT TO INC  
(CWW Response)

	Central North	Central South	Central West	Central East	South Cntry.	North Cntry.	N/A	TOTAL
	#	#	#	#	#	#	#	#
SAYRAC	15	1	6	3	4	0	0	29
SAYTC	20	11	5	4	3	1	0	44
Secure Care Interstate	1	0	1	0	1	0	0	3
None	25	5	29	6	8	8	0	81
Don't Know	21	3	9	4	6	-	19	62
<b>Total</b>	<b>82</b>	<b>20</b>	<b>50</b>	<b>17</b>	<b>22</b>	<b>9</b>	<b>19</b>	<b>219</b>

Table F.

PREVIOUS INC PLACEMENT  
(CWW Response)

	Central North	Central South	Central West	Central East	South Cntry.	North Cntry.	N/A	TOTAL
	#	#	#	#	#	#	#	#
Remand	17	4	18	9	1	2	0	51
Support	7	4	3	0	3	1	0	18
Adolescent Girls	1	0	0	1	0	0	0	2
None	36	12	20	6	15	6	0	95
Not known	21	0	9	1	3	0	19	45
<b>Total</b>	<b>82</b>	<b>20</b>	<b>50</b>	<b>17</b>	<b>22</b>	<b>9</b>	<b>19</b>	<b>219</b>

Table G.

OFFENCE COMMITTED BY THE CHILD WHICH RESULTED IN THE INC PLACEMENT  
(Parent Response)

	Central North	Central South	Central West	Central East	South Cntry.	North Cntry.	N/A	TOTAL
	#	#	#	#	#	#	#	#
Assault	9	1	4	0	0	1	3	18
Breaking and entry	36	9	16	7	6	3	6	83
Theft or larceny	31	8	21	6	4	5	9	84
Illegal use of motor vehicle	19	10	13	2	4	1	6	55
Wilful damage	11	4	2	1	1	1	2	22
Unknown	6	0	2	1	4	0	3	16
Other	13	6	12	7	1	0	2	41
<b>Total</b>	<b>125</b>	<b>38</b>	<b>70</b>	<b>24</b>	<b>20</b>	<b>11</b>	<b>31</b>	<b>319 (a)</b>

(a) Multiple response.

Table H.

THE OFFENCE/S FOR WHICH THE CHILD WAS PLACED IN INC  
(CWW Response)

	Central North	Central South	Central West	Central East	South Cntry.	North Cntry.	N/A	TOTAL
	#	#	#	#	#	#	#	#
Murder, assault, rape or robbery with violence	6	1	5	0	1	2	0	15
Breaking and entry	29	7	23	7	11	5	0	82
Theft	28	10	19	8	12	5	0	82
Illegal use of motor vehicle	21	6	13	1	9	2	0	52
Wilful damage	4	1	4	1	3	1	0	14
Other	11	2	8	4	1	1	0	27
Unknown	2	1	3	0	1	0	0	7
<b>Total</b>	<b>101</b>	<b>28</b>	<b>75</b>	<b>21</b>	<b>38</b>	<b>16</b>	<b>0</b>	<b>279(a)</b>

(a) Multiple response.

Table I.

RE-OFFENCE DURING PLACEMENT  
(Parent response)

	Central North	Central South	Central West	Central East	South Cntry.	North Cntry.	N/A	TOTAL
	#	#	#	#	#	#	#	#
Re-offended without legal action taken	9	2	12	3	3	1	4	34
Re-offended and legal action taken	27	8	10	4	5	1	1	56
No re-offending	30	10	21	8	6	5	14	94
No answer	10	2	7	1	8	2	5	35
<b>Total</b>	<b>76</b>	<b>22</b>	<b>50</b>	<b>16</b>	<b>22</b>	<b>9</b>	<b>24</b>	<b>219</b>

Table J.

CONTACT BY THE CHILD WITH HIS/HER NATURAL FAMILY  
(CWV Response)

	Central North	Central South	Central West	Central East	South Cntry.	North Cntry.	N/A	TOTAL
	#	#	#	#	#	#	#	#
Regular visiting (either by child or parents)	23	5	21	4	6	6	0	65
Occasional visits	20	10	20	7	6	2	0	65
One visit	2	2	0	0	1	0	0	5
No visits but both telephone contact and correspondence	0	0	0	0	1	0	0	1
Only telephone contact	8	0	1	2	3	0	0	14
Only correspondence	-	-	-	-	-	-	-	-
No contact, no family	9	3	0	1	4	1	0	18
Don't know	20	0	8	3	1	0	19	51
<b>Total</b>	<b>82</b>	<b>20</b>	<b>50</b>	<b>17</b>	<b>22</b>	<b>9</b>	<b>19</b>	<b>219</b>

Table K.

AT THE TIME OF PLACEMENT CHILD WAS LIVING WITH:  
(CWW Response)

	Central North	Central South	Central West	Central East	South Cntry.	North Cntry.	N/A	TOTAL
	#	#	#	#	#	#	#	#
Two parents	22	4	15	2	5	3	0	51
Father	1	1	1	0	0	0	0	3
Mother	9	4	15	2	4	4	0	38
Parent and step-parent	4	2	2	0	2	0	0	10
Adopted parents	0	0	1	0	0	0	0	1
Foster parents	2	2	1	2	0	0	0	7
Friends and relatives	4	1	4	1	3	1	0	14
Independent	2	2	2	1	1	0	0	8
Other	19	4	4	8	6	1	0	42
Don't know	19	0	5	1	1	0	19	45
<b>Total</b>	<b>82</b>	<b>20</b>	<b>50</b>	<b>17</b>	<b>22</b>	<b>9</b>	<b>19</b>	<b>219</b>

Table L.

INTENDED LENGTH OF PLACEMENT WITH INC PARENT  
(Parent Response)

	Central North	Central South	Central West	Central East	South Cntry.	North Cntry.	N/A	TOTAL
	#	#	#	#	#	#	#	#
Intended placement:								
- 1 month or less	1	0	1	2	1	0	3	8
- 2 months	0	0	1	1	0	0	0	2
- 3 months	8	13	9	6	2	1	4	43
- 4 months	3	0	0	1	0	1	1	6
- 5 months	1	0	0	0	1	0	0	2
- 6 months	30	6	26	3	11	4	8	88
- 7 or more months	11	1	4	0	0	1	2	19
- no answer	22	2	9	3	7	2	6	51
<b>Total</b>	<b>76</b>	<b>22</b>	<b>50</b>	<b>16</b>	<b>22</b>	<b>9</b>	<b>24</b>	<b>219</b>

Table M.

ACTUAL LENGTH OF PLACEMENT WITH INC PARENT

	Central North	Central South	Central West	Central East	South Cntry.	North Cntry.	N/A	TOTAL
	#	#	#	#	#	#	#	#
The child stayed:								
- 1 month or less	6	5	6	1	3	0	6	27
- 2 months	17	1	11	2	0	2	2	35
- 3 months	5	5	11	3	2	0	3	29
- 4 months	6	4	7	4	2	0	2	25
- 5 months	4	0	2	2	2	0	2	12
- 6 months	10	2	5	3	3	0	2	25
- 7 or more months	12	3	3	0	2	2	4	26
- no answer	16	2	5	1	8	5	3	40
Total	76	22	50	16	22	9	24	219

Table N.

REASON FOR TERMINATION OF PLACEMENT

(Parent Response)

	Central North	Central South	Central West	Central East	South Cntry.	North Cntry.	N/A	TOTAL
	#	#	#	#	#	#	#	#
As planned	22	9	14	9	5	2	9	70
Absconded	6	2	7	0	2	0	5	22
Offending	5	3	5	0	1	1	0	15
Absconding and offending	7	1	3	3	3	0	1	18
INC parent not able to cope	3	2	3	0	0	0	0	8
Child could not cope	1	0	0	0	0	0	2	3
Interference by the natural family	1	0	1	0	0	0	0	2
Personality clash	1	1	0	0	0	0	1	3
Other	30	4	17	4	11	6	6	78
Total	76	22	50	16	22	9	24	219

Table O. WOULD THE CHILD HAVE BEEN HELPED BY A LONGER PLACEMENT?  
(Parent Response)

	Central North	Central South	Central West	Central East	South Cntry.	North Cntry.	N/A	TOTAL
	#	#	#	#	#	#	#	#
Definitely helped	20	2	12	5	5	1	3	48
Somewhat helped	9	4	6	2	5	1	4	31
Not really	28	12	23	5	5	3	10	86
Don't know	19	4	9	4	7	4	7	54
Total	76	22	50	16	22	9	24	219

Table P. WHERE DID THE CHILD GO WHEN IT LEFT YOUR CARE?  
(Parent Response)

	Central North	Central South	Central West	Central East	South Cntry.	North Cntry.	N/A	TOTAL
	#	#	#	#	#	#	#	#
Own family	17	6	13	6	3	3	7	55
Foster family	2	1	5	1	1	1	5	16
Friends	2	0	1	0	1	0	1	5
Relatives	1	0	2	0	0	0	0	3
Independent living	5	4	1	1	3	0	2	16
Secure care	20	6	7	2	4	0	2	41
Residential care	5	2	10	4	1	0	1	23
Not known	18	3	7	1	7	5	5	46
Other	6	0	4	1	2	0	1	14
Total	76	22	50	16	22	9	24	219

Table Q. WHERE DID THE CHILD GO AFTER THE INC PLACEMENT?  
(CWW Response)

	Central North	Central South	Central West	Central East	South Cntry.	North Cntry.	N/A	TOTAL
	#	#	#	#	#	#	#	#
Own family	23	8	12	4	6	4	0	57
Foster family	2	2	5	0	1	1	0	11
Friends	1	2	3	0	2	0	0	8
Relatives	1	0	5	0	3	0	0	9
Independent living	4	3	4	3	2	0	0	16
Secure care	11	4	6	1	3	1	0	26
Residential care	14	1	6	6	0	0	0	27
Other	9	0	2	2	1	0	0	14
Not known	17	0	7	1	4	3	19	51
Total	82	20	50	17	22	9	19	219

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