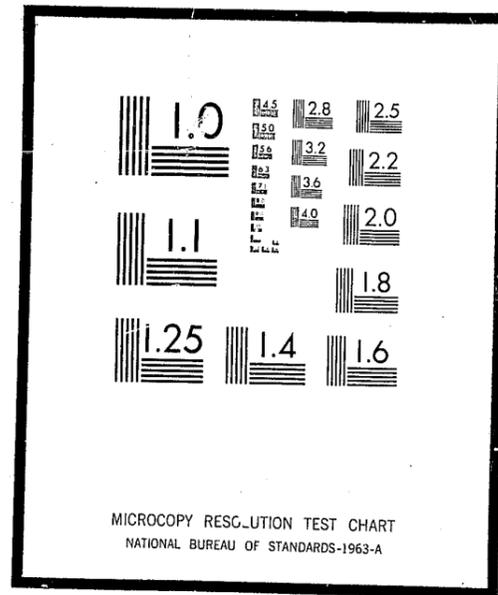


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CITY AND COUNTY OF BRISTOL

DEPARTMENT OF SOCIAL SERVICES

Children and Young Persons Act 1969

A report on a conference held in Bristol 21.2.1973

THE PROVISION AND USE OF INTERMEDIATE TREATMENT

An interest in young people	Councillor W. Graves, J.P. Chairman.
An introduction to intermediate treatment	David Kiddle M.A., Director of Social Services, Bristol.
The regional scheme of intermediate facilities	Thomas Johnstone, B.Sc., D.P., Professional Adviser S.W. Children's Regional Planning Committee.
Providing specialist intermediate treatment	David Thorpe, Senior Social Worker, Nottingham.
<u>Group discussions</u>	-
A conference check list	-
Acknowledgements	-

HJ/TLC

10/5/73

Children and Young Persons Act 1969THE PROVISION AND USE OF INTERMEDIATE TREATMENT

## 1. A report on a conference held for:-

Providers of activities in the community for children and young persons, represented by members of voluntary and statutory organisations  
and

Users of facilities for intermediate treatment, represented by Social Workers of the local authority, magistrates court and probation service officers and others from local and national bodies.

2. A marker for progress:

The conference was attended by 200 persons evenly divided between representatives of voluntary organisations, social services, education, and magistrates with court officers and police, in five discussion groups.

The questions asked and the points raised have been gathered together in this report to act as a marker for the future without necessarily reflecting the views of the department.

How will the questions and points raised in future compare with those on 21st February 1973, the date of the conference?

3. Group consultation:

The main lessons learned from the group discussions were those connected with the liaison required between the authoritative and long standing education department, with its close contact with children at all stages and its potential to detect children at risk, and the new social services department with its responsibilities for welfare and treatment.

The value of group work with children was emphasised together with the training and experience required by social workers, and the need for progressive assessment.

Some useful points in mounting the conference are attached in the form of a check list.

4. AN INTEREST IN YOUNG PEOPLE:

The Chairman, Councillor W. Graves, set the tone of the conference by asking anyone who had a point of view, however way out it might appear, to get up and express it. Nobody, he said, should feel inhibited in any way but should stand up and say what they wanted.

The object was quite clear: to get together people who had a common interest in the treatment of young people.

5. AN INTRODUCTION TO INTERMEDIATE TREATMENT FOR CHILDREN:

David Kiddle, Director of Social Services, regarded intermediate treatment as an exciting concept which he had seen growing from its beginnings in the Home Office and now observed emerging from its egg in the local authority.

He referred to the family aspect and the peer group aspect as the main factors in the production of personality and social adjustment. Intermediate Treatment was a course of action or treatment in between leaving the child at home or receiving the child into the care of the local authority.

He emphasised that the magistrates in the juvenile court, before attaching a condition to a supervision order, took cognizance of the reports presented to them by schools and social workers.

It was pointed out that there was a statutory limit to the treatment and that not all the children appearing before the courts were delinquent.

There were a number of groups of people concerned viz:-

- the magistrates in the juvenile court who first attached conditions to a supervision order.
- the supervisors, the social worker and the probation officer and
- the people who provided facilities.

The guiding philosophy:  
Intermediate treatment is a positive measure to help in maturing, to assist and not to punish.

Children with some kind of difficulty or problem developed personality symptoms which could be seen. Success in solving the problem was delayed by the reluctance to refer children at an early stage. Children who did not get on with adults, or peers, without scholastic attainments or achievements, no drive or motivation, could be referred to a child guidance clinic or the social services.

There must first of all be a proper assessment. We needed to know their interests and whether or not there were any significant relationships. It was a question of assessing the needs of an individual child and finding ways of meeting the particular needs.

We need to use existing organisations and clubs as a means to an end. The use of certain activities would give the child a close meaningful relationship with an adult who was understanding, interested and obviously well primed about the particular child. The children with problems would respond because they wanted to.

Co-operation with the child and the family was crucial in intermediate treatment, and an understanding and application of the philosophy.

6. Arising from questions:Informal treatment

He had been talking about statutory intermediate treatment but the use of facilities was envisaged to include informal treatment on a voluntary basis.

Confidentiality  
Confidences were a joint responsibility. Unless sufficient information was given he could not see how people who had been given responsibility in voluntary organisations could work with the youngster.

Group work:

The need for a meeting place for a group could be discussed. The Education and the Social Services had moved towards group work. It was a demanding task at which few people were working although more would like to do so. Training and personnel resources were limited though much could be done by individuals.

7. THE REGIONAL SCHEME OF INTERMEDIATE FACILITIES:

Thomas Johnstone, the Professional Adviser to the South West Childrens' Regional Planning Committee gave the background to the scheme and expressed his faith in intermediate treatment.

The welfare of children by prevention had been given a boost by:-

- the abolition of the approved school and probation order and the substitution of the care and supervision orders.
- the obligation to have a regional scheme of intermediate treatment.
- the obligation of all statutory bodies to have a regional plan for community homes.

He outlined the responsibility of the regional planning committees, the role of the working party and its co-opted members.

He was able to tell of the production of the plan, its size and distribution.

Consultation for the use of an approved facility with the local authority responsible for its finance would be expected.

8. Arising from questions:

Copies of the scheme

- The supply of free copies of the scheme would not be unlimited. Bulk purchase by departments would be possible.

School liaison

- The development of more and more liaison was needed in dealing with children at school. Schools were seen as providing any early warning system of boys and girls in need of help by social workers.

Facilities for non-club members

The young people who presented the most difficulties were those who did not find it easy to join an organisation.

If there was no desire to make use of any facilities the highest social work still might be in the use of compulsion (Cllr. W. Graves).

It was part of the expertise of the professional social worker to win them over, aiming at 100% success.

9. PROVIDING SPECIALIST INTERMEDIATE TREATMENT:

David Thorpe, a senior social worker from Nottingham told of his work with special groups whose members were not readily acceptable by other youth clubs.

His comments provoked discussion.

His philosophy in developing schemes was that it mattered not what you did but how you did it. He regarded delinquency as a group function and that competition encouraged drop-outs, labelled as failed both at home and school.

The authority used by social workers in forming a special group changed its pattern after six months with the boys choosing progressive activities. After some time to settle down community tasks were taken on and later fathers involved in running the club.

Roles expected of a boy in camp were carried out without the assumption that there would be trouble. Communication was easier and delinquents were able to discuss their offences.

Too much responsibility must not be given too quickly. The activities must be the means to an end and not an end in themselves, with adult status reduced and allowing co-operation by the children. After a while they would drift into normal youth clubs as part of the re-habilitation process.

10. Arising from questions:

Group work training. The emphasis was on group work for which the social workers received training. Delinquents do not talk - they act.

Contact with parents was essential. Follow up with home visits and discussions.

Competition in school.

Where we tried to make a badly damaged person conform it usually made the situation worse. He would like to see streaming removed from schools.

Liaison with youth clubs. Intermediate treatment would make use of youth club skills which social workers do not necessarily have.

Group in isolation: It would be wasting time to bring together a group of delinquents with a straight peer group.

Special youth clubs would have to be set up for delinquent groups who would not fit into a normal club situation.

The provision and use of intermediate treatment.

GROUP DISCUSSIONS

Topics discussed by all group included:

1. Group work and the training required, the provision of leaders and the recruitment of volunteers. Other items were:
2. Co-operation in schools, the youth service and the social services.
3. Assessments and consultations.
4. Referrals, formal and informal.
5. Special activities.
6. Community provision.
7. Provision for girls.
8. Reports to court.
9. Reviews of schemes.

Comments and questions have been collected under these headings.

1. Group work and training. Volunteers & leaders

Voluntary workers:

The use of facilities, before a court appearance, was seen as an informal treatment which would develop into a reduction of the 'formal' use of activities.

The relationship required between a child and an adult did not entail the use of a professional social worker at all times but could include others.

Volunteers could assist in running groups in church halls; providing a place to get children off the streets.

Adventure playgrounds where children could do things for themselves also had a part to play.

Sixth formers had a large part to play in voluntary leadership.

The lack of leaders in some organisations was a major problem. No action to help children could be taken without reference to them.

There was a place for the detached youth leader for those not in other groups, either part or full-time.

Although there were plenty of organisations willing to co-operate the source of people to help was questioned.

Training in group work:

Supervisors would need training in group work which would entail an extension in facilities. There might be a fear amongst supervisors that they would lose their professionalism by bringing in volunteers but training would have to get over this.

Probation Service Survey:

A survey had been carried out on what was considered to be the needs of children under supervision. The results of a questionnaire showed that nearly 40% were already involved in situations which could be described as intermediate treatment and included uniformed and other organisations.

Group delinquency:

Following the talk by Mr. Thorpe it was thought that he had concentrated on one aspect of intermediate treatment in his area. Putting a group of delinquents into a straight group could cause polarisation but it was up to the supervisor to estimate where a child could best be helped.

It was not agreed that delinquency is always a group activity.

The question was raised of who, outside establishments like approved schools, would be geared to cope with delinquents. In one situation it was known that the fathers were able to help in running a club. In another a group of boys provided the opportunity for a particular officer to work constructively with them. It was

(contd).....

It was realised that the over-use of any one facility would cause it to become in-effective.

Special groups:

Young persons under supervision would not in many cases accept clubs or uniforms. The more informed Kingswood SLAB group had had some successes in occupying young 'unclubables'. The children re-act to an individual approach and reject authority. Communication must start on this level. If all else fails a return to court is indicated.

The time required to help children and young people is a restricting factor in the work of the Social Services Department.

Would a child under treatment be labelled "special"?

How many other people would be involved with a lad accepted as a member of a group?

Are there enough social workers to visit the pre-school children who needed help?

Would a group be started for a delinquent not otherwise suited?

Was there a base from which groups could be formed?

Would there be time for a social worker to be involved in group activities?

Was there a central point of reference for the use of facilities?

2. Co-operation in schools, youth service and social service

The need for involvement:

Intermediate treatment brought out the need for co-operation between organisations rather than competition. There was a tendency towards isolation and ignorance or lack of awareness of the facilities offered by the different organisations. Due to the number of youth organisations etc., it would be easier to encourage them to contact the statutory departments directly rather than the other way round. Non-professional workers may have been wary of becoming involved but if intermediate treatment to help children meant anything at all involvement was necessary for achievement.

Co-ordination: Teachers/Social Workers:

There was some fear or jealousy between teachers and social workers especially when a teacher, untrained for the purpose, was asked to take the part of a social worker who was not readily available.

There might be room here for a social services liaison officer with the school. In addition some form of care committee could be arranged where teachers and social workers could discuss children and early warnings. The children with problems are not in the majority though there might be some difficulty where parents refused to accept the maladjustment of their child.

The role of the school:

Although there are changes in social workers allotted to supervision the work in the schools continued with the child. In assessing the needs of a child a full picture could be obtained in co-operation between the child, the home, the teacher, clinic and social worker.

Communication between those involved was important. Keeping the child out of trouble was an important task and treatment before a court appearance desirable.

School facilities available after school hours and in the holidays could be used within a known environment. This was however still the school and something could be said for the development of facilities within the community.

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With the school as a centre much could be done to help a child with all normal facilities of an informal nature. Not all children who go to court need intermediate treatment. Even for non-attenders the school provides a stable situation known to the child.

The work with the family before a child came to court was important, and a one-to-one relationship with a child.

The value of continuity in social work was emphasised and of liaison between welfare and social workers.

#### Youth Workers:

There were a number of full-time youth workers in Bristol who would welcome liaison with social workers and probation officers.

The community Youth Worker could act as liaison officer.

Youth Clubs were in a position to help with a number of facilities. Meetings of all youth workers were held and consideration could be given to the supervision available.

Attendance at youth clubs frequently involved the parents in helping their children to go on expeditions etc.

#### Further questions:

Questions raised included:-

Would the original supervisor continue with a child once a requirement for intermediate treatment was attached?

Would youth club members reject a child under treatment?

#### Using the youth service:

The compulsory attendance at what was usually a free-will activity might cause friction in the club.

Some members of the youth service felt they would not be used or involved in decision-making but that communication would be by directive from a statutory department.

It was stated however that there would be a sharing of all sort of material that was normally the responsibility of the social worker, with the youth workers and other persons involved.

Decisions could only be made with the fullest co-operation of everyone concerned.

#### Confidences:

Care would be needed in divulging confidences between supervisors and youth leaders. All necessary facts could be discussed between the supervisor and the leader but it was felt unwise to include all club helpers.

A youth service representative considered that attendance at an assessment centre could be eliminated if teachers contacted the youth workers who see the child in the evenings.

The need for intermediate treatment was assessed by social workers who required time for the process and were in a position to help financially. A lack of communication between teachers and social workers was apparent.

Confidential reports would be kept by some services but points would need to be divulged in certain cases.

#### Sharing confidences:

Between the probationer and the volunteer there was a friendship and a sharing of experiences and much which the probation officer would never know occur because of it. Would there be a similar situation between the child, the youth leader and the supervisor, and would the youth leader share confidences with the supervisor? It was felt that confidences would be shared if the help required depended on it. The supervisor designated a responsible person as helper who as such was a confident.

#### Area meetings:

People working in the area would like to meet from time to time with representatives from each group.

Action and co-operation before a child comes to court was required.

Education and social service department facilities were seen as being able to work together for intermediate treatment with economy in personnel and training resources.

### 3. Assessments and consultations:

#### The authority to assess:

There was an enormous investment of drive and adventurousness amongst those who, though non-achievers, were still doers even if expressed in delinquent ways. Very withdrawn children who need special and close attention also come into the category of intermediate treatment. Intermediate treatment should not be entered into without full investigation and psychiatric reports.

No one however can be forced to be assessed, or looked at or helped until they have been brought before a court.

It was hoped to get a team together which could with co-operation visit the children in their own homes.

#### Assessments:

Whatever recommendation arose from an assessment of a child's needs provision would be required. A decision would be made as to whether a child goes away from home or otherwise. Places where assessment could be carried out would also be required. Assessment facilities should be sufficient to allow a child to stay a reasonable time and to reduce the number of moves from place to place.

In starting a group with young people adequate time for assessment must be given.

One could include the family as a group in offering facilities for a child.

#### A matter of assessment:

The situation where a child might be accepted by a youth club or need a special club with a detached youth worker was a matter for assessment.

The assessment initially would need to be made after a supervision order was obtained. This might be done by the social worker, a child guidance clinic or a peripatetic team of assessors if set up. Or even by a special day centre for assessment.

350 supervision orders were made last year of which there were 150 referrals from the child guidance clinic.

A valuable part of the investigation and assessment procedure was the report which could be obtained from youth workers and teachers before court proceedings. Both could attend court on the child's behalf if required.

#### Making good relationships:

The child's need of and dependence on the social worker or youth worker were seen as useful factors in making good relationships. Delinquent children could also become involved in different types of community action. This was an interesting aspect of intermediate treatment in which some types could be looked on as a reward. Such a miserly way of looking at intermediate treatment was not right.

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The need for compulsion might arise and for a challenge towards an achievement. Parents could help and should be involved at all stages.

Assessment under residential conditions was seen as invaluable in introducing a child to new skills and in peer and adult relationships.

The training of voluntary help was seen as a necessary step in obtaining successful treatment and an attempt made to attract suitable workers.

The degree to which a child sees treatment as a punishment depended on the assessment of the need and the method of treatment to be adopted.

The influence of the peer group on the child and the family was discussed. Peer groups exerted a greater pressure than the family group in many instances. The peer group approval of an activity was important and must be brought into the assessment of the need for intermediate treatment. Working with a group was important.

The youth service was understaffed and was looking for voluntary help and community resources. Even an adult who has been in trouble may be the right person to form a relationship with a child.

Involving the child in activities included sanction by the parents with whom there must be co-operation. Schools could provide special classes for old and young and even an office for social workers.

#### Selecting a facility with the child:

The Nautical School said that unless a boy wanted to come he would not be taken on intermediate treatment schemes. The child would have a say in the form of treatment to be selected by the supervisor. The aim is to take action which is remedial and not punitive. It would be seen as a co-operative situation where the possible or proposed action was discussed with the boy concerned.

#### Recommendations:

The compulsion aspect of the treatment was seen as being related to co-operation with the child under the auspices of the local authority. Recommendations for treatment would be incorporated in the court order.

Recommendations would be based on assessments which would include those by the school staff.

The time required to make an assessment leading to a recommendation was discussed. Some time elapsed before a child was brought to court after which there could be a varying time on remand.

Bringing the child back to court was emphasised as not desirable.

The group considered that help for the child would best be given before the child came to court. This was seen as voluntary treatment before offences came to light and before it was too late.

#### 4. Referrals - formal and informal

##### Early referrals:

The need for treatment was often obvious before the age range of 14 to 17. Many problems would be resolved by an early referral.

It was felt that little could be done in referring cases until the child was brought to court. Money and expertise would be available and there was a machinery for meeting social workers in social work departments.

A child had to be in trouble before being brought to court. The teaching staff in a school were in a position to detect trouble before it had got too far. The trouble usually involved the home of which social workers might have knowledge. The lack of communication with social workers and of social workers caused a breakdown. Referrals from schools could be high in number and would need to be allotted an order of priority.

(contd).....

There are many existing organisations but not with many people with the ability to be responsible for a difficult child. Activities must be acceptable and successful enough for the child to wish to continue.

The information situation has a greater preventive role to play. Social workers should be approached at the earliest stages to use their training and advice in conjunction with the teacher.

Much had been done in the past and was still being done informally in helping young persons by people without specialist training.

#### Referrals:

- The subject was discussed at some length from the point of view of who makes a referral, when and to whom. The detection of a child at risk or in trouble was seen as being followed by a referral which might or might not lead to a court appearance.
- Detection not leading to a court appearance was regarded as an informal referral. The teaching profession was seen as being able to detect children at risk and should be encouraged to make referrals. Children whose families were known to have problems could be watched for symptoms. It was considered that children who were likely to be maladjusted could be detected within a short period of months after birth.
- Some children could go through their school life without showing any signs of trouble. Most teachers do not necessarily notice something wrong. If a problem was brought to their attention and then referred to child guidance it might be worse by the time an appointment took place.

Referring a child to a child guidance clinic was equivalent to attaching a label to a child. It was felt that a referral could be made by anyone working with a child, probably to the Social Services Department in the first instance. It was considered that the school was the most reliable source from which a referral arose.

A child's behaviour at school might warrant a referral being made but the parents might have strong objections.

#### 5. Special activities

##### Residential intermediate treatment:

The requirement attached to a supervision order would enable a boy to take advantage of a course of trade training, discipline and all the facilities available at a residential establishment such as the Nautical School.

Some boys on remand had benefited from such a course and had later asked the court to continue with training.

An element of competition was involved in some activities and were able to provide opportunities for achievement.

Resources for those who did not wish to attend clubs would be part of the facilities to be set up by the local authority.

A wide range of facilities was required to meet the needs of those who had not found a suitable group and for those who after treatment returned to the same environment.

##### List of facilities:

A list of existing facilities was required by a large number of people. Some facilities were required for those individuals who are not picked for teams, or who form part of a group or club. These would be special facilities where small groups could carry out activities of their choice either under canvas or a suitable centre.

6. Community provision

Community facilities:

In addition to the need for supervision to obtain a personal relationship with a child there was also a requirement to learn the facilities available in an area.

One of the advantages of the scheme for intermediate treatment was seen as the bringing together of groups offering help. From this the provision of further community facilities would be developed.

Finance:

Voluntary treatment could be financed by

- a) Money put aside by the social services
- b) Funds allotted under the Children & Young Persons Act 1963
- c) Voluntary effort.

Finances for intermediate treatment would only be available by a requirement as part of a court order. The scheme would be limited to these formal schemes in the first instance. More staff would be required.

Funds were available to use facilities listed for intermediate treatment as required by a court supervision order.

Other funds were also available for preventive work with children who might in fact be using the same facilities.

7. Provision for girls

Girls:

The question of girls in trouble was raised but not discussed. The problems were just as acute but did not so often lead to court appearances. It was suggested that there should be further meetings arranged between youth workers and the social services on this subject.

Facilities for girls groups required special consideration.

There were relatively few people who were able to work in groups with young people.

8. Reports to court

Recommending facilities:

Local authorities have had a duty trust on them to provide facilities although nothing has been set down apart from what the supervisor had arranged. It was felt that the magistrates were looking forward for something that would bridge the gap before the removal of a child from home.

Magistrates would rely completely on the reports received in which there was a danger that intermediate treatment might be recommended for the wrong reasons. It was asked if the supervisor would be in a position to make a recommendation regarding the residential situation. Resources previously used, such as Kelston Park, could now have statutory backing.

Recommendations to the court:

If there was any hint for the need of supervision for a child before the court, an order would be made. The court may know of the existence of a facility and might expect a recommendation. If the supervisor does not feel ready to make a recommendation he may do so later. Similarly a requirement attached to a supervision order may not be implemented although at the beginning a need was seen.

(contd).....

The concern of the magistrates in making orders was said to be in the lack of information of that the care order, or supervision order with a requirement, involved. Much depended on the supervisor and the recommendation in the report. The continuation with a form of treatment should rest with the Supervisor and the relationship with the child.

The court, which had the feeling that special treatment had been taken out of its hands, wished to know what follow up work had been done.

The courts acted as arbitrators between authority and the individual with individual rights. A case of need had to be proved before a supervision order could be made.

Some anxiety was expressed that until a child commits an offence nothing would be done.

9. Review of schemes

Blind and mental welfare services overshadowed:

Because of the statutory nature of the facilities for children the needs of the services like mental welfare and blind welfare were overshadowed. The statutory requirement was the priority.

Insurance:

Insurance of the child against accident on any activity would be essential. Instructors or persons teaching would need to be qualified to do so and Parents would have to be consulted in the use of activities. These were matters which would rest with the local authority as they did for youth clubs.

Reviewing the effectiveness of facilities:

It was felt that there would have to be an assessment of the effectiveness of the different forms of treatment. It was important that everyone, including the child, should assess what was happening so that the effectiveness of the resources was measured from the inception of the scheme. Horse riding for example could give a child a sense of achievement without great expense if there were people willing to lend an animal.

A course of treatment helpful to the child required a follow up on the return to the community environment. This was not always possible due to the moves of supervisors and rendered supervision inadequate. Supervision would continue for as long as the order stood and people needing help would seek it.

A conference check list

Purpose of conference. Location.  
Title. Accommodation, seen, booked.  
Duration a.m./p.m./evening. Estimated cost.  
Dates. Numbers to attend.  
Authority to hold and meet expenses. Group discussion rooms.  
Advance notice. Rooms labelled.  
Telephone service.  
Names of speakers, and fees.  
Stand-by speakers.  
Conference organiser and assistants. Catering and estimates.  
Secretarial assistance. Caretaker and overtime.  
Distribution list. Own office, Tea for helpers and transport.  
other offices, organisations and Visitors meals.  
national bodies. Card index. Car parking.  
Badges, issue and collection. Group chairmen.  
Reception desk, and papers for Group secretaries.  
distribution. Stand-by chairmen.  
Programme time table/reply slip.  
Reply slip check list.  
Discussion papers to all attending. Address microphone.  
Notes for guidance of chairmen Control and light switches.  
and group leaders. Location of caretaker.  
Circularise conference notice.  
List of persons attending.  
Thank you letters.  
Conference notes/group reports.

HLJ/ILC  
10/5/73

CITY AND COUNTY OF BRISTOL

DEPARTMENT OF SOCIAL SERVICES

Conference of 21.3.73

The Provision and Use of Intermediate Treatment

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- P. Pay, Youth Service Officer.  
- M. Watts, School Welfare.  
C. H. Willcox, Federation of Boys Clubs.  
M.B.E., J.P.  
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- Mrs. B. Bristow, :  
- Mrs. P. Frost, :  
- Mrs. C. Phillips, :  
- Mrs. H. Rich, :  
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Organiser - Mr. Hugh Lincoln Jones, Intermediate Treatment Officer,  
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Assistant Organiser - Miss E. Burr, Social Services Department.

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10/5/73

**END**