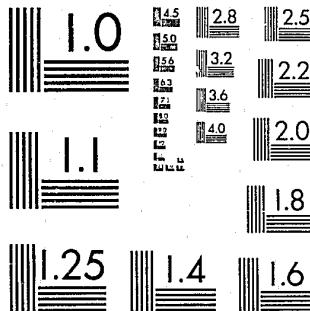


National Criminal Justice Reference Service



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National Institute of Law Enforcement and Criminal Justice
Law Enforcement Assistance Administration
United States Department of Justice
Washington, D. C. 20531

DATE FILMED

4-11-80

~~INNER LONDON PROBATION AND AFTER-CARE SERVICE~~

Chief Probation Officer: Mr. W. H. Pearce, C.B.E.

~~BULLDOG MANPOWER SERVICES LTD.~~

(SUPPORTED WORK PROJECT)

Patron: H.R.H. The Duke of Gloucester, G.C.V.O.

Report on the Third Year

12/13
12/13

73 Great Peter Street
LONDON SW1P 2BN

NCJRS

SEP 27 1979

ACQUISITIONS

The aim of the Inner London Probation and After-Care Service supported work scheme - for which Bulldog Manpower Services was brought into being - is to bring about change in the life style of some of the more difficult clients currently under supervision.

The intent is to concentrate on solving one problem: that of unemployability, by creating a realistic work situation in which regular and graded demands are made upon employees.

The demands are intended to secure regular attendance, to improve performance and to engender a more realistic and reasonable attitude to authority at the work site.

For employees, there is also a clear objective - placement in more remunerative work outside of Bulldog and to achieve this within a time span of six months.



(i) A year of expansion - work in progress at Richborne Terrace



(ii) A crew in action

THE THIRD YEAR

A year of expansion

Since the publication of the 1976/77 report, Bulldog Manpower Services Ltd., has expanded from a single unit with eight members of staff (excluding foremen and forewomen) based at Chiswick in West London, to four units with a staff of seventeen (excluding foremen and forewomen) covering the whole of Inner London:-

	No. of foremen and forewomen	No. of employees
October, 1977	7	33
March, 1978	6	24
September, 1978	14	60

This expansion has been effected by attaching a unit to each of the other three divisions of the Inner London Probation and After-Care Service during 1978 - South West (May), North East (August) and South East (September). Although expansion brought with it many new problems and pressures, it has nevertheless proved that the scheme is effectively transferable, albeit on this occasion on a relatively local scale. However, Bulldog's expansion, as in all business enterprises, is not only concerned with increased production but with the absorption and training of additional staff. The problem of the recruitment of the right kind of staff remains as it has been since the beginning of the project - how to get an effective 'mix' of commercial and welfare interests.

Workshop

During the present period of expansion, the workshop was moved from Chiswick to more suitable premises in the South West division. Changes in the form of referral, type of work and its supervision are taking place; these are being monitored and will be commented upon in next year's report. It may be sufficient to state here the intention that the workshop, through the expertise of its supervisors, will increasingly play an economic part in the total Bulldog project.

Logic of expansion

The decision to expand into four divisions was determined by experience gained in the first two years. The primary determining factors were:

- (a) geographic considerations, and
- (b) the optimum number of referred employees who could be properly supervised within one unit.

a) Geographic considerations took into account the fact that, at Chiswick, referrals tended to come from probation officers who worked in the immediate locality. This obviously restricted the opportunity of employment to a small proportion of the clients of the Inner London service. Another factor was related to work sites; many of these were at distances of ten miles or more, resulting in problems of supplies, services and personnel control.

b) The manageable size of a workforce is determined by a correct balance of both technical and social work skills and the ability of staff to cope with the many problems clients present. The development of relationships between staff and employees and their interaction is, of course, most important. Experience has shown that, when there are more than thirty employees in one unit, bearing in mind their previous work patterns, Bulldog's objectives and current levels of supervision, difficulties become much more acute. Larger numbers lead to fragmentation, with a unit dividing into smaller, unbalanced groups making the achievement of Bulldog's objectives increasingly difficult. In these circumstances, senior management (by definition the more qualified) find themselves dealing with effects rather than causes. The ensuing disorder gives rise to many difficulties, including poor attendance and reduced levels of interest on the part of employees. Junior staff feel cut off from the decision-making processes and senior management experience frustration at the lack of opportunity to give individual support to employees.

It is now expected that Bulldog will soon have a workforce of 120 client-employees, divided equally among the four divisions. The staff of each divisional team consists of a manager (either a senior probation officer or a senior administrative officer with wide industrial experience); an assistant manager (either a probation officer or an administrative officer, depending on the background of the manager); a site supervisor (an ancillary worker) and five foremen/forewomen. The latter are responsible for day-to-day work on the sites and, therefore, have an essential role in the team. Their backgrounds vary considerably; they may come from the building industry, teacher training or the social sciences. (The structure of Bulldog and of a unit are shown in appendix iii).

Financial implications

Expansion has brought the need for additional capital to be made available to overcome cash-flow problems. Over the year, three new offices have been opened, two requiring extensive renovation and repair and the third needing considerable alteration in order to house the workshop.

Another change with financial implications has been the movement that has taken place, particularly since January, 1978 towards obtaining an increasing amount of work from local authorities. This has benefits for Bulldog in that it produces greater security in the payment of accounts and a regular flow of work. Past reliance on a large number of different charitable organisations, some with limited budgets, repeatedly posed problems of viable costing, prompt payment and continuity of orders. However, work with local authorities has brought other difficulties, such as protracted forms of inspection and delays in payment of outstanding accounts. When these are coupled with Bulldog's wish to meet its own bills at an early date in order to obtain the most favourable discounts, questions about cash-flow are bound to loom large. Now that Bulldog is more established, managers are increasingly pressing for interim payments to be scheduled into contracts but for those under £1000 such arrangements are not easily negotiated.

A further important financial concern is the relationship between keeping a full order book and a full work force. Substantial changes in either can lead to serious loss of confidence, either on the part of Bulldog's business clients or referring probation officers.

Another important gain over the year has been the co-operation and help given to Bulldog by the building section of the Transport and General Workers' Union, who have offered advice on numerous matters. All Bulldog employees are accepted as trade union members and are advised on the responsibilities which membership entails. As trade unionists, they are able to obtain a better type of work when they eventually seek other employment.

A working liaison between industry and the probation and after-care service has a wider usefulness than in the immediate operation of a supported work programme. The direct assistance given to the Company over the past three years by Sir Robert McAlpine and Sons, Ltd., in making available a building surveyor, Mr. R. Butler, has now come to an end, although Bulldog has been assured of the continuing interest of that Company when other specialist expertise is required. The fact that Mr. Butler could be withdrawn without serious disruption to the Bulldog organisation says much for the help that he has given and the Company's gratitude is due to him, and to his employers.

Inevitably, Bulldog is under scrutiny, both nationally and internationally by bodies and organisations who are interested in this use of the probation service's resources. A bank of slides has been built up to illustrate and amplify talks and lectures which have been given throughout the United Kingdom. A considerable number of visitors, including many from overseas, have been welcomed to Bulldog units and worksites.

Throughout the year, Bulldog has received the personal support of Lord Harris of Greenwich, Minister of State at the Home Office, and the unstinted assistance of members of his department; without this help Bulldog would not have been able to continue its work. The directors like to think that Home Office encouragement emphasises the fact that Bulldog is well within the 'mainstream' work of the probation and after-care service.

Over the last twelve months, there has been an enhanced interest in Bulldog on the part of probation officers throughout the Inner London area. This is important; the project requires the active support of those working in the more traditional service roles. It needs, too, to be constantly re-alerted to the changing needs of potential employees and of local employment prospects.

The future

This report is published at a time when there is growing interest in the provision of supported work programmes for offenders and ex-offenders. For this reason, comments have been concerned with the mechanics of the Bulldog operation rather than, as in previous years, with arguments designed to encourage continuing financial support. In spite of the current economic situation, Bulldog has not only survived but expanded. Any success which has been achieved can be attributed to a gradual maturing of the supported work concept within the Company and an increase in management skills, together with the help and support which has come from many sources. Bulldog looks forward with confidence to the time when there will be no further discussion about whether it should continue - but only as to its scope and size.

Appendix i

The Board of Directors

Sir Carl Aarvold, O.B.E., T.D., D.L., (Chairman)
Dr. Alan R. Baddeley
Sir Harry Nicholas, O.B.E.
Mr. W.H. Pearce, C.B.E.
Mr. E.G. Pratt (Secretary)
The Hon. Mrs. Lindy Price
Mr. Peter Scott, J.P.
Mr. Geoffrey Tucker, C.B.E.
Mrs. Barbara Warburton, O.B.E., J.P.

The Staff

General Manager	Mr. C.S. Crockford	Assistant Chief Probation Officer
Personal Assistant	Miss C. Thorley	Seconded (part-time) by Employment
Liaison Officer	Mr. G.S. Parton	Service Agency
Consultant	Mr. R.E. Butler	Seconded (part-time) by Sir Robert McAlpine and Sons, Ltd.

N.E. Division - Bow Road (as from August, 1978)

Manager	Mr. P. Bearfield	Senior Probation Officer
Deputy Manager	Mr. J. Jenvy	Administrative Officer
Site Supervisor	Mr. P. Gray	Ancillary Worker
Clerical	vacancy	

Foremen

Mr. M. Mackenzie
Mr. R. Richardson

S.W. Division - Richborne Terrace (as from May, 1978)

Manager	Mr. S. Fogarty	Senior Administrative Officer
Deputy Manager	Mr. A. Tate	Probation Officer
Site Supervisor	Miss S. O'Connor	Ancillary Worker
Site Supervisor	Mr. W. Carey	Ancillary Worker
Workshop Instructor	Mr. G. Cole	
Clerical	Mrs. A.C. Marinel	Secretary (part-time)

Forermen/forewomen

Mrs. M. Montgomery
Mr. R. Wall
Miss F. Mullin
Mr. W. Flint
Miss H. Roscher
Mr. R. Sole

N.W. Division - Chiswick High Road

Manager	Miss E. Dixon	Senior Probation Officer
Deputy Manager	Mr. M.A. Pratt	Administrative Officer
Site Supervisor	Mr. C. Scott	Ancillary Worker
Clerical	Mrs. M. Elborn	Secretary

N.W. Division - Chiswick High Road (contd.)

Foremen

Mr. F. Dunscome Knight
Mr. J. Swift
Mr. B. Murphy
Mr. P. Young
Mr. M Raftery
Mr. R. Dean

S.E. Division - Blackheath Road (as from September, 1978)

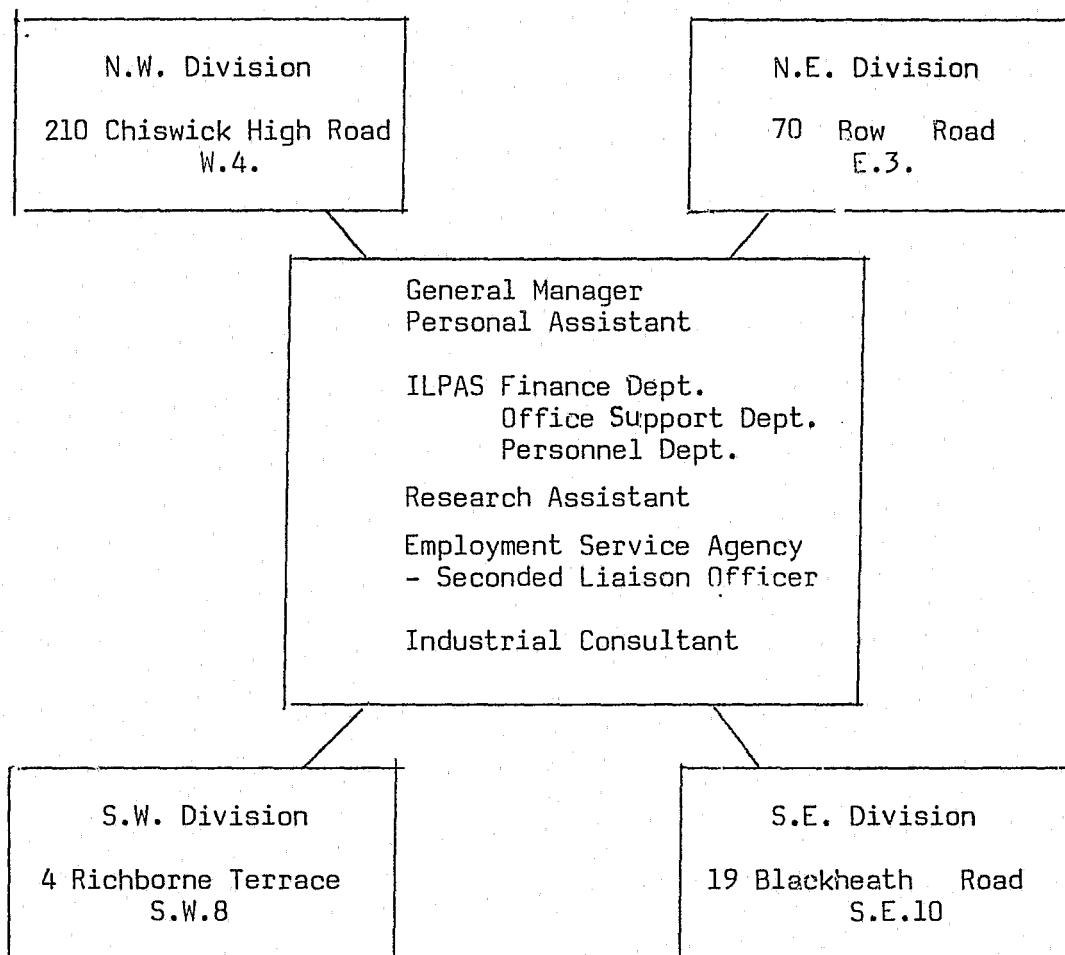
Manager Mr. E.G. Bailey Senior Probation Officer

Criteria for employment in the supported work scheme

- 1) Client must be under statutory supervision
- 2) He/she must be between eighteen and thirty years of age
- 3) He/she must have a poor (or non-existent) work record in the previous two years and during that period must have held no job for longer than three months
- 4) At the time of appointment, he/she must have no outstanding court appearances(except in the case of long remands for higher courts)
- 5) the supervising probation officer must be willing to take an active interest during the period the client is employed in the scheme
- 6) If a client with a problem of addiction is to be considered, he/she must be receiving appropriate treatment.

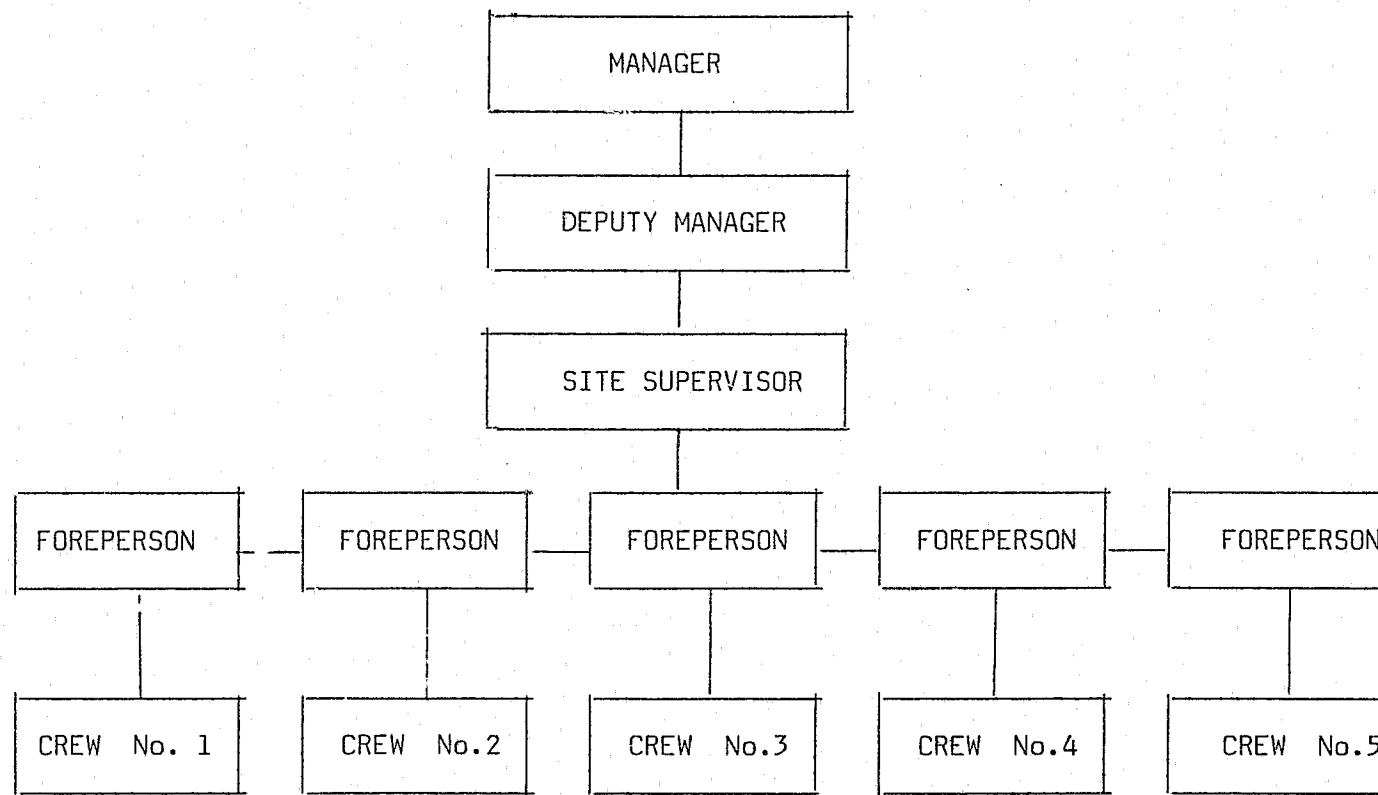
The Structure of Bulldog

a) Present Organisation



The Structure of Bulldog

b) a Divisional Unit



Some Employee Statistics

<u>Number of employees at 1st October, 1977</u>	33
<u>Referrals received</u>	166
<u>Not suitable (as per criteria), did not appear for initial interview or failed to commence work</u>	61
<u>Hired</u>	105
	105
	138
<u>Number who left during the year</u>	
Found employment by DOE or Bulldog	24
Left to attend approved course	2
Found own job	9
Left of own accord (reasons unknown)	29
Dismissed for bad conduct	9
Received sentence of imprisonment or remanded in custody	5
	78
<u>Number of employees at 30th September, 1978</u>	60

Employment Service Agency Liaison Work with Bulldog

1. The past year has shown that the system introduced in Bulldog's second year of operation, i.e. the employment advisor co-ordinating a circle of nominated officers in selected Job Centres, works well in practice. As it introduces a certain amount of social work into the nominated officer's workload this holds his interest in Bulldog's clients and gives him a certain amount of job satisfaction when placing them out into non-supported employment. Some good placing results have stemmed from using this method. However, the rapid expansion of Bulldog from the one main office to four divisional offices with its corresponding increase in clients and the widening of its catchment areas will mean that the system will have to be supplemented. It is proposed to do this by increasing the number of selected Job Centres and holding divisional seminars. Additionally, if requested, meetings will be arranged between Bulldog managers and their local Job Centre managers with a view to passing on by personal contact information on local manpower problems and opportunities. Some steps have already been taken in this direction.
2. The approach of the liaison officer when visiting clients on site will change during the coming year. The present system calls for an initial interview after two weeks employment, usually followed up by a further interview at the end of six months, when the client is considered to be job-ready. There have been some drawbacks to this time-tabling of interviewing and it is now proposed to interview the client at various periods, according to his needs, during his term with Bulldog. The interviews will cover discussion on career prospects, job opportunities, government training schemes and other avenues of self-improvement via adult literacy courses, evening classes, etc. Further information on these subjects will be provided for the client if he shows interest. This is to supplement the basic tuition in numeracy and literacy classes available at some of the divisional units. However, the main idea is to try to create an ongoing situation whereby the client is gradually conditioned to the fact that his employment with Bulldog is of a transitional nature and that some thought is being given to his future throughout his term of employment. Hopefully, this will remind and encourage him to decide early on as to what course he would like to take when the time comes for him to leave Bulldog. This should help to solve the problem of the client developing "cold feet" which sometimes happens when he has had six months or more secure employment but has not prepared himself for leaving a supported-work situation. He may have become dependant upon Bulldog and then finds, with a sudden shock, that he has to start all over again. He loses any self-confidence he has gained and becomes apathetic about his future. This can make placing out very difficult for the nominated officer concerned.
3. One recent development in the employment field has been the implementation of the Industrial Protection Act and this will affect clients of Bulldog. Basically, what the act means to an employer is that if he retains an employee for six months or longer it then becomes very difficult to dismiss him if, for any reason, his work or conduct becomes unsatisfactory. A "constructive dismissal" can take place but most employers and, in particular, those in the building and construction industry (at the present time most of Bulldog's clients come within this group of workers) dislike becoming involved with industrial tribunals. This means that as most employers engage staff on a trial basis, any new employee will be closely observed on timekeeping, absenteeism and effort of work. Failure on any of these points could lead to early or, even worse, instant dismissal. It is proposed that if any of these shortcomings develop

in an employee during his time with Bulldog, he will be referred to the liaison officer for counselling so that a factual and unbiased point of view can be given to him - this should prevent him from thinking that Bulldog is only concerned to get more work out of him! The comment often heard is "Suppose I am half an hour late in the morning, what does it matter? I work hard the rest of the day and don't stop for tea breaks". Whilst this attitude may be understandable, it would hardly satisfy an employer who may have to deal with union agreements or respect the Office, Shops and Factories Act where statutory breaks have to be given regardless of what time the employee started work.

G.S. PARTON



(iii) Plasterers at work



(iv) A fencing task completed - next stop where?

END