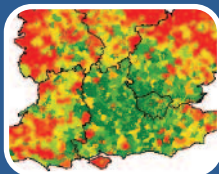


**Forced marriage**  
A dangerous lack of awareness



**The Last Refuge revisited**  
Continuity and change in residential care



**Mapping fuel poverty**  
Updating the Fuel Poverty Indicator for England

**ps**  
Research from the  
School for Policy Studies

# Mentally disordered offenders – a better way?



University of  
**BRISTOL**



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PS is produced by the School for Policy Studies University of Bristol. The views expressed by contributors are not necessarily those of the School for Policy Studies.

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Designed and produced by Kelvin Reeves Design 0177 929 1522

# Message

from Alex Marsh, Head of School

**Welcome to the second issue of PS, the magazine that brings you some of the key findings from the current research programme within the School for Policy Studies.**

One look at the contents page opposite will indicate the diversity of our research activities and our commitment to collaboration. The articles in this issue give you a strong flavour of the areas of interest of our four research centres. The identification of forced marriages is a pressing question in the field of child welfare and family policy, while the measurement of fuel poverty and resource allocation is a key concern for the study of poverty and social justice. The conceptualisation of vulnerability and the appropriate response to mentally disordered offenders are two aspects of the work of the Centre for Health and Social Care. Finally, questions of housing and inheritance, in cross-national perspective, and care for older people, are a long-standing interest for members of the Centre for Urban Studies. This is, of course, only a selection of the work we are engaged in; you can find out much more about our activities from the research pages of our website.

At the heart of the School's mission is a commitment to bring together theory, evidence, policy and practice to ensure that attempts to improve social welfare are informed by rigorous academic research. To deliver on this commitment our research programme encompasses projects that approach their subject from differing perspectives. As you read on you will encounter strongly applied research evaluating existing practice, appraisals of current policy and alternatives, as well as work with a focus upon the (re)conceptualisation and measurement of social problems. Social issues and policy problems are socially-constructed and context-dependent; in this issue you will find out how research projects within the School have shed light upon the complexity of important policy issues.

I trust you will enjoy this introduction to some of the important research undertaken by the School. And that you'll make a note to look out for our next issue in the autumn.

**Alex Marsh**, Head of School  
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**John Carpenter**, Director of Research  
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+44 (0) 117 954 6729

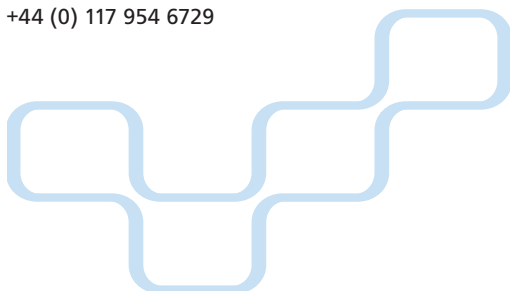


**Professor Alex Marsh**  
Head of School



**Professor John Carpenter**  
Director of Research

**"At the heart of the School's mission is a commitment ...to ensure that attempts to improve social welfare are informed by rigorous academic research."**







# Mentally disordered offenders

Image: istockphoto.com

## A better way?

There are too many people with mental illness in prison. But can they be successfully diverted from prison to mental health care and treatment? And what about the risk of their re-offending – especially for violent offenders?

### **Professor John Carpenter**

Centre for Health and Social Care,  
and **Wendy Dyer**  
University of Northumbria

Custody diversion and liaison teams (CDLTs) comprise psychiatric nurses, probation officers and social workers. Their brief is to identify and assess the mental health needs of people coming into contact with the criminal justice system. They provide short term help and advice and can refer to specialist services. They can also advise the courts. It's assumed that early access to mental health and social care will help prevent further deterioration in a person's condition, reducing the likelihood of re-offending and avoiding unsuitable use of custody. But do they work?

Our analysis of 9 years data on over 4,000 mentally disordered offenders (MDOs) referred to a CDLT in North East England found, surprisingly, that violent offenders assessed by the team were significantly less likely to be reconvicted in the following 3-12 months than non-violent offenders (29% vs. 39%). Where needs for community care were identified and mental health services provided, offending was reduced. The team was indeed having an impact.

But, the analysis revealed very different outcomes for different groups of MDOs. Over half of those

**“the analysis revealed very different outcomes for different groups of MDOs.”**

with significant previous offences re-offended, whether or not they were assessed. The team was more successful with MDOs with a psychiatric history and less serious offences. Only 19% of those who were assessed and received mental health care subsequently re-offended. A third of those referred had no criminal or psychiatric history; most of these were assessed and received advice and fewer than one in ten went on to offend, but we can't necessarily attribute this to the team.

Overall, violent MDOs were as likely to benefit as non-violent MDOs. And, while it's clear that custody diversion doesn't work equally well for all groups, there is good evidence to extend such schemes nationwide.

## Case study 1

**“Darren” was the unemployed, thirty-five year old only son of an elderly mother and was living at home. He had been charged with a first offence of violence against the person, a stranger.**

Darren had no psychiatric history, but was considered to be a suicide risk and potentially a risk to others; he had been remanded in a bail hostel. A pre-sentence report from a psychiatrist had diagnosed him as

having an anti-social personality disorder.

The team considered that he needed independent accommodation and support from social services to enable him to leave home and cope by himself. Darren agreed. The court gave him a community sentence with a hostel residence order. He was not seen again by the mental health services and did not re-offend.

## Case study 2

**“Mark”, who was employed as a security guard, was involved in a serious violent altercation at work and was apprehended by the police. He had had no previous convictions, and received a police caution. The police, suspecting mental health problems, referred him to the Team.**

A check of the mental health records revealed that Mark had had intermittent contact with psychiatric outpatients over the previous ten years. Mark's parents had very high expectations of their son – he “wasn't allowed to fail”.

Mark explained that he always worked hard at school, had no social life, could not cook or otherwise look after himself. During his late teens, he became convinced that the government was hiding secrets in code in the media. He collected newspapers and videotaped all TV news programmes, which he catalogued and analysed in an attempt to break the codes.

Mark gained a place at university and went, but had a “collapse” and quickly returned home, “a failure”. He saw a psychiatrist briefly and went back to university but broke down

again. In the meantime, his father died unexpectedly, but Mark expressed no grief.

Mark was mistrustful of psychiatrists, but he accepted referral to a community psychiatric nurse and agreed to a course of cognitive behaviour therapy. This proved successful in modifying his self-attributions of failure. Mark also learnt to cook meals and meet friends. He reduced his newspaper collection and overwrote his videotapes. He did not offend again.





# Forced marriage

## A dangerous lack of awareness

Forced marriage is very much in the news in the UK. This issue is currently being discussed by a Home Office Select Committee; guidelines on good practice in cases of forced marriage have been introduced for social workers, teachers and the police, and the Honour Network helpline has just been launched to provide support for victims of forced marriage. Following a national consultation, there is now a proposal to introduce a civil law on forced marriage. The debates on forced marriage also have an impact on immigration debates, as forced marriage is seen as taking place across international borders. This is the context in which we are now reporting the findings of the first research study on forced marriage in the UK.

**Geetanjali Gangoli and  
Melanie McCarry,**  
Centre for Family Policy and Child  
Welfare  
**Amina Razak**  
University of Edinburgh

Forced marriage is conceptualised as a form of domestic violence and as distinct from arranged marriage, based on the absence of clear and full consent at the time of entry into the marriage. Our study, funded by the Northern Rock Foundation, examined understandings and attitudes towards forced marriage amongst South Asian communities in Newcastle, Sunderland and South Tyneside. Thirty-seven women and 32 men were interviewed about their marriages, and 49 professionals in statutory and voluntary agencies also contributed

**“many professionals were not sure that they could recognise a forced marriage...”**



Image: istockphoto.com

their views. We analysed experiences of domestic violence in arranged, forced and love marriages and also looked at service provision with regard to forced marriage.

While the respondents viewed arranged marriages positively and understood them to be different from forced marriages, at times it was unclear how they conceptualised the differences between the two. For instance, agencies identified the difficulty in defining what force meant in the absence of physical force:

*I think there is the blunt sort of forced marriage where the woman is dragged kicking and screaming shouting “no”, and there is no doubt that that is a forced marriage... But, that is not by and large what is being described to me. When it’s being described to me, it’s being described as saying, ‘I said no*

*and I said no and then I said yes, because me mam was upset or I was frightened.’*

The most worrying finding in our study was that in spite of all the national discussions on the issue of forced marriage, many professionals were not sure that they could recognise a forced marriage and many were unaware of the statutory provisions that can be used to deal with such situations.

The ambiguities in naming a marriage as forced had consequences for some survivors in understanding their experiences of forced marriage. This was because coercion also included social expectations and emotional pressure from families and communities, and young women were subjected to greater surveillance than young men.

Another issue discussed was the gendered nature of forced marriage. It was suggested that forced marriage was more likely to happen to girls than boys, and that it was linked to perceptions of marriage for young women as a form of control over their sexuality:

*There are issues of young women having relationships which the family doesn’t accept and can lead to being taken abroad for marriage. That I believe is where most forced marriage happens... But boys have more time before marriage, I haven’t heard of a case where a boy has been taken back home for marriage.*

Workers from BME-only groups (Black and Minority Ethnic) commented on

the ‘hidden’ nature of forced marriage, and the lack of discussion on this issue within families, communities and community organisations. There were concerns that discussions on forced marriage could engender a community backlash against specialist support groups:

*We don’t work on it because older people in the community will think that we are exploiting young women and telling them to rebel against their family.*

While BME agencies expressed their reservations about working on forced marriage, a representative of a generic women-only agency explained that they explicitly did not want to work on this issue due to the tension between supporting women and the racist and imperialist overtones of white women supporting BME women in a paternalistic way:

*For us as white women, the issue of looking like white imperialists while recognising the problems of BME women in our areas is difficult. There’s always the fear of being accused of being racist by BME women.*

There is therefore a tension between recognising that forced marriage is a serious issue requiring intervention and deciding which organisation is most appropriate to work on it.

Full report available at:

[http://www.nr-foundation.org.uk/publications\\_research.html](http://www.nr-foundation.org.uk/publications_research.html)

# Mapping fuel poverty

## Updating the official Fuel Poverty Indicator for England

Eliminating fuel poverty partly depends on our ability to identify and target concentrations of fuel poverty at a local level. Building upon our earlier work, this research draws on improvements in data sources and methods to develop an updated small area Fuel Poverty Indicator for England, which can be used to inform affordable warmth policies and local fuel poverty reduction strategies.

**Eldin Fahmy, Professor Dave Gordon and Demi Patsios**  
Townsend Centre for International Poverty Research

In 2005, 1.5 million households in England were unable to afford to heat their homes adequately at a reasonable cost. This included 1.2 million households containing children and elderly, sick or disabled residents. Domestic fuel price increases since then mean that it is likely that many more households in England are now unable to keep warm at reasonable cost, so it is important to tackle fuel poverty both at local and national levels.

However, fuel poverty reduction policies need to be informed by the best available evidence on the social and spatial distribution of fuel poverty. Our research used data drawn from the 2003 English House Condition Survey (EHCS) in order to develop models of fuel poverty which could then be applied to small area data derived from the 2001 Census and commercial datasets (Residata) in

order to map the distribution of fuel poverty on a variety of spatial scales.

### Who is most at risk?

Our research reveals the following groups to be especially vulnerable to fuel poverty:

- households headed by an unemployed or economically inactive person
- households lacking facilities or central heating
- single person, single pensioner and lone-parent households
- households living in detached or older accommodation
- households containing respondents without educational qualifications.

Based on these characteristics it is possible to model fuel poverty vulnerability and to apply the resultant

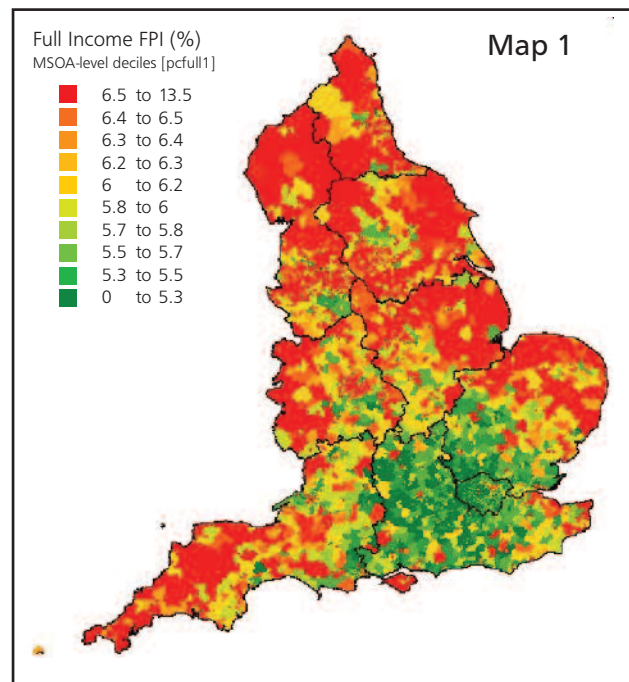
model weights to census area statistics in order to map the geographical distribution of fuel poverty at a small area level. The government's official definition identifies households as 'fuel poor' if they need to spend more than 10% of their total income before housing costs on all fuel used to heat their homes to an acceptable level. Using this definition, Map 1 (right) shows the geographical distribution of fuel poverty in England. This shows fuel poverty to be most widespread in more remote rural areas and in Northern upland areas.

As a result of improvements in data sources and methods, the Fuel Poverty Indicator should help policy makers and programme managers to target resources more effectively at areas of greatest need by identifying small areas with the highest rates of fuel poverty. However, fuel poverty arises from both low income and energy



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Image: istockphoto.com



**“In 2005, 1.5 million households in England were unable to afford to heat their homes adequately at a reasonable cost.”**

inefficient housing, and the relative weight of these factors partly depends on the approach taken to the measurement of income itself. Using an approach to income measurement which is more consistent with international best practice than the UK government’s approach produces a rather different picture of the distribution of fuel poverty across England, as illustrated in Map 2 (right). Although this approach results in only a small net change in overall fuel poverty rates, the spatial distribution changes substantially at regional and local levels. This shows that fuel poverty is also widespread in urban areas including London and the metropolitan areas.

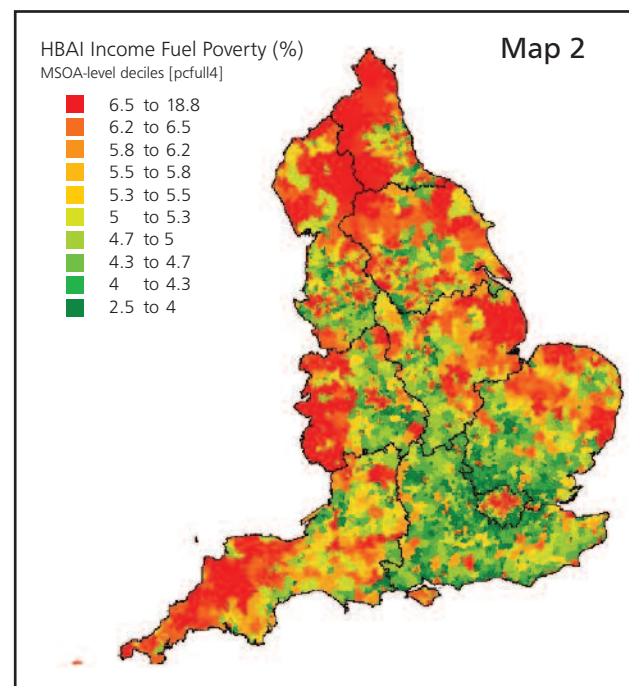
### Conclusion

Our research shows that the composition and geography of fuel poverty is sensitive to the way in

which fuel poverty is defined and measured. If incomes are measured in ways consistent with international best practice, then larger households and overcrowded households are more likely to be defined as experiencing fuel poverty. At the individual level, this results in more children but fewer pensioners being defined as ‘fuel poor’. Whilst fuel poverty arises from a

combination of poor energy efficiency and low incomes, the ‘risk’ of fuel poverty as well as its spatial distribution thus becomes more like (but not identical to) the ‘risk’ of income poverty.

The full data and interactive maps can be viewed at:  
[www.fuelpovertyindicator.org.uk/](http://www.fuelpovertyindicator.org.uk/)



Maps from Centre for Sustainable Energy [www.fuelpovertyindicator.org.uk/](http://www.fuelpovertyindicator.org.uk/)



# Housing, care and inheritance

Exploring the 'generational contract' in Britain and Japan

If an adult daughter or son provides care for their elderly parent, should that person be rewarded? And, if so, should they inherit their parent's house or a larger share of the assets?

These highly sensitive issues are addressed in a comparative study of intergenerational relations with regard to housing wealth, long-term care and inheritance in Britain and in Japan.

**Misa Izuhara**  
Centre for Urban Studies

Traditionally in Japan there has been an unwritten agreement that adult children will support their parents in old age in return for inheriting family wealth. The 'generational contract' is often influenced by cultural norms, family traditions, laws and institutions and the housing market, so it is negotiated differently in different societies and at different times.

This 'contract' is by no means fixed, can vary from one family to the next and sometimes involves no assets transfer at all. However, it is now breaking down as a result of socio-economic and demographic changes such as the development of the nuclear family and social security and the introduction of long-term care services.

**"...the generational contract is now breaking down as a result of socio-economic and demographic changes..."**

This two-part study, funded by ESRC, involved face-to-face interviews in Japan and Britain with a total of 56 older people and 30 adult children. Most informants agreed in principle that a person who provides long-term care should be rewarded, but often there was a considerable difference between principle and practice.

In Britain attitudes and practices were more predictable and there was more consensus among the informants. They emphasised the value of home ownership and the importance of fairness and equality among children as beneficiaries. Inheritance was not directly linked to family support. Due to increasingly complex family structures, however, it was often no longer clear who should be providing care or how assets should be passed on.

In contrast, Japanese responses were more divided within and between generations. Japanese law specifies that inherited assets should be divided equally, but some families still carried on the traditional practice and siblings were sometimes asked to sign away their inheritance rights.



For further information see:

Izuhara, M. (forthcoming 2008) *Housing, Care and Inheritance*, London, Routledge.

Izuhara, M. (2005) 'Residential property, cultural practices and the 'generational contract'', *International Journal of Urban and Regional Research*, 29 (2): 327-40.



How can the Red Cross plan strategically when it has to respond to all sorts of human crises from widespread flooding to the health needs of asylum seekers? And how can it prioritise services when some people are more able than others to recover from disastrous situations?

To answer these questions the British Red Cross commissioned researchers to develop a model of vulnerability. I was a member of the research team, which was led by the SOLAR research centre at the University of the West of England.

# Responding to crisis

## Exploring the concept of vulnerability

**Liz Lloyd**

Centre for Health and Social Care

To overcome the problem of stigmatization associated with the idea of welfare recipients as 'vulnerable people', we explored ideas from a wide range of disciplines and developed an integrative approach, consistent with that taken by the International Red Cross. This encompassed looking ahead to impending disasters, engaging with communities to build capacity and focusing more broadly on public health and other preventive policy measures as well as boosting resilience at the individual level. It can be summarized in the following formula:

***Vulnerability = the sum of threats (risks) minus the sum of resilience (coping capacity)***

We developed a framework for action with three inter-related dimensions:

### 1. Understanding the nature of threats/risks/problems faced by people

This entails developing a thorough working knowledge of the nature of threats faced by individuals, groups and communities – what Lloyd George described as 'the accidents of life'.

### 2. Understanding the range of sources of support

By working with other agencies and with people's own support networks, it is possible to develop a more integrated understanding of what constitutes effective coping capacities and enables people to recover from adversity. For example, an isolated

person is likely to have poorer coping capacities than someone who has close relationships with other people.

### 3. Understanding the outcomes of services

This requires an organization to receive feedback about the difference made to people's lives when they receive a service. It points also to the need to develop action to prevent or mitigate the effects of future adverse circumstances.

The Framework was piloted by the British Red Cross in projects around the UK and integrated into their planning cycle.





# The Last Refuge

## Continuity and change in residential care

Why have some residential homes for older people survived for over 50 years, while others haven't? How do the surviving homes compare with what they used to be? And what kind of residential home provides a better quality of care? These are some of the questions addressed in new research following up Peter Townsend's landmark study of residential care for older people, reported in his book, *The Last Refuge*, published in 1962.

**Randall Smith**

Centre for Urban Studies, and

**Julia Johnson and Sheena Rolph**

Open University

Townsend's research, conducted in the late 1950s, included visits to 173 homes in England and Wales. His data are archived at the University of Essex, through which we have traced what happened to the 173 homes and revisited 20 of those that have survived.

He went to a mixture of former Public Assistance Institutions (ex-PAIs), other (mainly converted) homes belonging to local authorities, and also voluntary sector and private homes. Through our research, funded by ESRC, we located and found out what happened to all of them. We identified 39 surviving homes, 37 of which were still providing permanent residential care for older people.

The majority of the ex-PAIs were demolished and closures had started while Townsend was writing his book. They were unsuitable premises for the care of older people. A few were

replaced by smaller, purpose built homes on the same site, four of which remain open today and were included in our sample for follow-up.

Most of the private homes also closed in the decade following Townsend's research. These were small family businesses, sometimes accommodating only half a dozen residents.

Surprisingly, however, a handful of these small businesses have survived and we revisited some of them. They are almost exclusively located in the south east and south west of England.

It is the voluntary homes which have proved to be the most robust and have a higher survival rate. Some of these belong to faith-based organisations such as Little Sisters of the Poor and Methodist Homes for the Aged, but others are run by secular charities such as the Royal British Legion or the Royal Agricultural Benevolent Institution. Those that have closed did so either





Image: Sheena Rolph

**“...it is not just some of the good homes that have survived but also some of the bad...”**



Peter Townsend took the photographs illustrated here in 1958 and 1959 when he visited 173 care homes in England and Wales

because the current requirements regarding registered care homes were in conflict with the organisation's ethos, or because demand for the type of service on offer had diminished.

### How are they different today?

Data on the 37 homes suitable for follow-up and on the 20 homes we sampled for revisiting show that, overall, they are caring today for an older and more infirm population of residents, although there is still a not insignificant proportion of residents who are relatively independent.

The gender balance has changed and there are now greater proportions of women as compared to men accommodated in these homes. Segregation by gender has been replaced by segregation on lines of functional ability with discrete nursing and/or dementia units in several of the homes we visited.

Most of the surviving homes are now in the hands of the private and voluntary sectors. The quality measures used to compare then and now, and to compare variations between homes today, show that overall and in keeping with the past, the voluntary sector homes are of a higher quality when compared with the private sector homes.

However, contrary to our expectations, it is not just some of the good homes that have survived but also some of the bad, as judged by the researchers in 1958/9. Furthermore, the inequalities that Townsend found have persisted: there are not only huge differences in the fees (and the highest fees do not guarantee the best care) but also in access to amenities such as personal telephones.

### Involving older people

Another objective of the study was to develop procedures for engaging older

people as research collaborators. We recruited 93 older volunteer researchers to trace the 173 residential homes, and we provided them with an information pack on the task we were asking them to undertake. We had a good response from older people's organisations, particularly the University of the Third Age. Most became involved not only because they were older people but because they were interested in local history. However, the fact that they were older meant that they had a particular interest in, and sometimes experience of, the issues involved.

More information about the project and its outputs is available at: [www.lastrefugerevisited.org.uk](http://www.lastrefugerevisited.org.uk) and a book reporting our findings will be published by Palgrave Macmillan with a foreword by Peter Townsend.

# News

from around the School for Policy Studies

## Aquatest – a potential breakthrough in world health

The School for Policy Studies has had a pivotal role in securing an award of \$13.1m from the Bill and Melinda Gates Foundation to develop a clean-water test for use in developing countries.

Patricia Lucas and Dave Gordon are working with an international consortium led by Dr Stephen Gundry to develop Aquatest, a low-cost, easy-to-use device giving a clear reliable indication of water quality.

In partnership with the World Health Organisation, the Aquaya Institute and researchers from the University of California Berkeley, they will be examining the impact on health, behaviour and water management activity in communities in India and Southern Africa, where the device is trialled.

Patricia comments: *"Aquatest aims to give individuals and communities the information they need to identify unsafe water. The test will use bands of safety to show, for example, that water is safe for adults to drink but not for children, the elderly or the sick. Diarrhoeal diseases kill an estimated 1.8 million people each year, the vast majority children under five. We hope that Aquatest will help to protect the health of those at risk of waterborne disease."*

For more information, visit:  
[www.bristol.ac.uk/aquatest](http://www.bristol.ac.uk/aquatest)



## Leading new initiatives to tackle abuse

Congratulations to Professor Marianne Hester, whose extensive expertise and commitment to tackling abuse has been acknowledged in two recent appointments.

Marianne was invited to be a Specialist Advisor to the House of Commons Home Affairs Select Committee inquiry into 'domestic violence, forced marriage and honour-based violence'. The inquiry is proceeding for three months and the Select Committee's report is due in June.

Marianne's current position as Chair in Gender, Violence and International Policy within the School has also just been augmented by her appointment as NSPCC Professor of Child Sexual Exploitation. This means that she will be seconded half-time for three years to lead research activity within Fresh

Start, a new and innovative centre established by the NSPCC to combine and develop training, practice and research on sexual abuse and exploitation of children and young people.

For more information, visit:  
[www.nspcc.org.uk/freshstart](http://www.nspcc.org.uk/freshstart)



## Events

### Precarious Progress? Researching Child and Family Welfare – Inaugural Lecture

13 May 2008, 5:30pm

Venue: 2D3, Social Sciences Complex, 8 Woodland Road, Bristol

Speakers: David Berridge, Professor of Child and Family Welfare

This inaugural lecture is open to all, including the general public, no prior booking necessary.

For further information, please contact Charlotte Eve on +44 (0)117 928 8515 or [charlotte.eve@bristol.ac.uk](mailto:charlotte.eve@bristol.ac.uk)

### British Society of Gerontology 2008 Annual Conference 'Sustainable futures in an ageing world.'

4–6 September 2008

Speakers:

- Miriam Bernard, Professor of Social Gerontology at Keele University
- Alex Kalache, Director of the World Health Organisation's Ageing Program
- Professor Graham Rowles, Sanders-Brown Center on Ageing, University of Kentucky
- Tony Benn will speak at the conference dinner

For further information, please visit [www.bsg2008.org.uk/](http://www.bsg2008.org.uk/) or contact: [Lisa.Sinfield@uwe.ac.uk](mailto:Lisa.Sinfield@uwe.ac.uk)

### Policy & Politics 3rd International Conference in Bristol

3-4 July 2008

Clifton Hill House, Bristol, UK

#### Sub-themes

- Transfer from global to local, and back again?
- Connecting theory, policy and practice
- Understanding transfer: Methodologies and theoretical challenges

#### Plenary speakers

- David P. Dolowitz, University of Liverpool
- Sue Duncan, Former Chief Government Social Researcher, HM Treasury, UK
- Huck-ju Kwon, Seoul National University, South Korea
- Loïc Wacquant, University of California at Berkeley

For further information, please visit:

[www.bristol.ac.uk/sps/p&pconf](http://www.bristol.ac.uk/sps/p&pconf)

or contact Simon Pemberton  
or Misa Izuhara at:  
[pp-conference@bristol.ac.uk](mailto:pp-conference@bristol.ac.uk)

## Short courses

### Researching child and family welfare

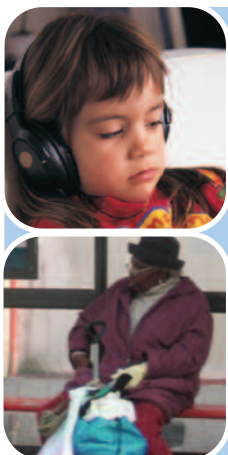
30 April - 2 May 2008

To request information, contact: [Melanie.Turner@bristol.ac.uk](mailto:Melanie.Turner@bristol.ac.uk)

### Forced marriage: Policies and practice

18 July 2008

To request information, contact: [Melanie.Turner@bristol.ac.uk](mailto:Melanie.Turner@bristol.ac.uk)



Visit the School for Policy Studies website to find out more about:

- MSc Public Policy
- MSc Social Work
- MSc Policy Research
- MSc Family Therapy
- MSc Social Work Research
- Graduate Diploma in Social Work/Professional Practice with Children and Young People
- Doctor of Social Science (Policy Studies)
- PhD

[www.bristol.ac.uk/sps](http://www.bristol.ac.uk/sps)

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