



Home adaptations
A cost-saving investment?



Comparing domestic abuse
in same sex and heterosexual relationships



Social exclusion
Recognising its effects
throughout life

ps
Research from the
School for Policy Studies

Policy making under the media spotlight



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Member of Parliament

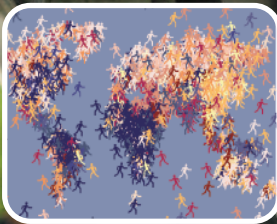


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Hello and goodbye!

from Paul Burton, Departing Head of School

I am delighted to welcome you to the second issue of PS, our magazine highlighting key findings from some of the wide range of research projects undertaken within the School for Policy Studies. We plan to publish PS twice each year, in the spring and in the autumn, and to include a mix of shorter and longer pieces in each issue.

We recently enjoyed a formal review of the School's activities by a panel from within and beyond the University and I was very pleased that our research was recognised for its intellectual rigour, scholarly contribution and policy relevance. The quality of our research has also been recognised in previous Research Assessment Exercises and also in the growing number of invitations received by colleagues to participate in policy development forums in the UK and internationally.

I must also say goodbye, as by the time you read this I will have taken up a new post in the Urban Research Programme at Griffith University in Australia. It has been a pleasure and a privilege to work at the University of Bristol for over a quarter of a century and to be part of the School for Policy Studies and its predecessor SAUS. I look forward, as I hope you will, to continuing to read about the excellent and important research undertaken at SPS in the years to come.

I give all my best wishes to Alex Marsh who is now taking over as the new Head of School.

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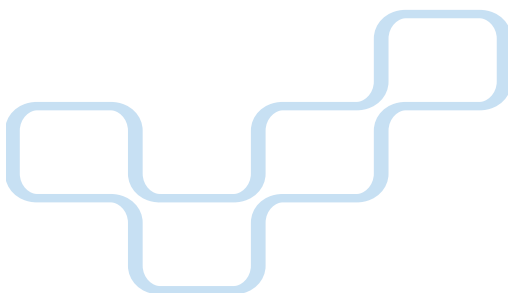
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Departing Head of School



Alex Marsh
Head of School



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Confidence undermi

Policy making in the media spotlight

Few in the audience for Nick Raynsford's Policy & Politics annual lecture on Policy development in a 24/7 media environment appeared to disagree with his fundamental claim that we are living in an era in which the profession of politics is held in low esteem and confidence in the policy making process is not high. This is seen in many ways:

- a lack of trust in politicians and the political process
- a sense of disconnection between the governors and the governed
- low levels of participation in elections
- too many high-profile examples of policy and implementation failures.

The Rt Honourable Nick Raynsford MP

This new environment is one in which the Prime Minister must be able to respond quickly on any issue rather than looking to the Departments of Government to provide a Cabinet paper and eventually a policy statement or piece of legislation. Hence there have to be staff at No.10 with the requisite skills and expertise, and this has resulted in frequent tension between Government Departments and the advisers at No.10 on a number of issues.

"One of the more instructive – and shocking – moments of my eight years in Government was hearing a senior departmental official expressing the view that although the Department felt that a particular policy was not



right, it was probably wise to accept it because it was likely that it would be imposed by No.10."

So, instead of following the tradition of 'speaking truth to power', the Civil Service would (if it followed this philosophy) simply reflect a judgement about what those in power are likely to require. We have a curious framework of government in which the old structures of power are still in place and the system operates on the assumption that the occupants of those traditional posts do actually pull the levers of power, but in reality power is progressively leaching to the twin centres of Government, Nos. 10 and 11 Downing Street.

Further down the political hierarchy we see ambitious Ministers who are far more concerned with how their new policy initiative will play on TV or in the national newspapers rather than how

it will be received in the House. It has become commonplace for policy news to be announced first on Radio Four's Today programme rather than in the House of Commons.

Such are the new pressures of a 24/7 media society. Once an issue is highlighted as a "national scandal" or a "cause for concern", there is the inevitable call for immediate action on the part of Government. As a result we have too much legislation produced as propaganda or as a sop to media pressure, and this is rushed through Parliament without sufficient time to consider whether or not it is necessary, properly conceived and likely to achieve its objective.

Compounding this problem has been the tendency for Ministerial appointments to last for ever shorter periods: the annual reshuffle has become part of the accepted pattern of Westminster life and is increasingly distorting ministerial priorities. Essential but difficult decisions are postponed in the confident expectation that someone else can deal with the problem.

Raynsford emphasises that "the era of cabinet government has clearly passed and cannot be recreated. The pressures of the 24/7 society inevitably require a quicker moving, less diffuse framework in which the Prime Minister is able to ensure fast and coherent responses across government."

So how, he asks, can we combine clear central strategic direction of government with effective executive decision-making and implementation through Departments and agencies, within a framework which ensures proper scrutiny and accountability?

"It is possible to create new models of government rather than simply recreate or adapt past ones. The demands of 24/7 society on modern leaders can be combined with devolved decision making. A strategic centre of power can achieve real results without seeking to micro-manage local delivery. Performance can be improved without a plethora of centrally-driven targets and reorganisations. Leaders can be

"we see ambitious Ministers who are far more concerned with how their new policy initiative will play on TV or in the national newspapers"

popular without pandering to media pressure."

"Understanding the potential gains from letting go of matters which really should be handled at a more devolved level, while concentrating on those which have to be dealt with strategically, could well prove an overdue epiphany for a government which has become tarnished by a reputation for centralisation and micro-management. Doing less but doing it better is, I suspect, the right catch phrase to guide the future government of Britain."

We shall have to wait and see if our new Prime Minister likes the sound of this catch phrase.



Image: with permission from Nick Raynsford's office

The Rt Hon Nick Raynsford MP has held various ministerial posts and is currently President of the Labour Housing Group.

The full text of Nick Raynsford's speech is printed in the current debate section of *Policy and Politics*, Vol. 35, No. 3, July 2007.



When things go wrong

Comparing domestic abuse in same sex and heterosexual relationships

The most detailed UK research on same sex domestic abuse and the first study in the UK to directly compare domestic abuse in same sex and heterosexual relationships has found that:

- Domestic abuse is a sizeable problem in same sex relationships
- Domestic abuse is experienced in very similar ways by those in lesbian and gay relationships although differences in experiences reflect gender norms
- As with surveys of heterosexual communities, those aged 35 years and under are more likely to report domestic abuse.

Professor Marianne Hester, Catherine Donovan (University of Sunderland) and **Melanie McCarry**
Centre for Family Policy and Child Welfare

The research, funded by the Economic and Social Research Council, involved a UK-wide survey, focus groups and interviews. The survey questionnaire was distributed via community groups and organisations, local and national networks and online through gay and lesbian websites (total of 800 respondents).

Five focus groups with lesbians, gay men and heterosexual women and men of different ages and ethnicities were used to examine perceptions of love and domestic abuse (total of 21 individuals). Interviews to compare experiences of domestic abuse were carried out with 67 individuals identifying as lesbian (19), gay male (19), heterosexual (14 women, 9 men), bisexual (3) or queer (3).

Experiences of domestic abuse

In the survey, more than a third of respondents (38%) said they had experienced domestic abuse in a same sex relationship, including slightly more women than men. An even greater number of respondents indicated that they had experienced at least one form of abusive behaviour from their same

sex partners. While not necessarily representative of the same sex community, the questionnaire sample none the less indicated that domestic abuse is an issue for a considerable number of people in same sex relationships in the UK.

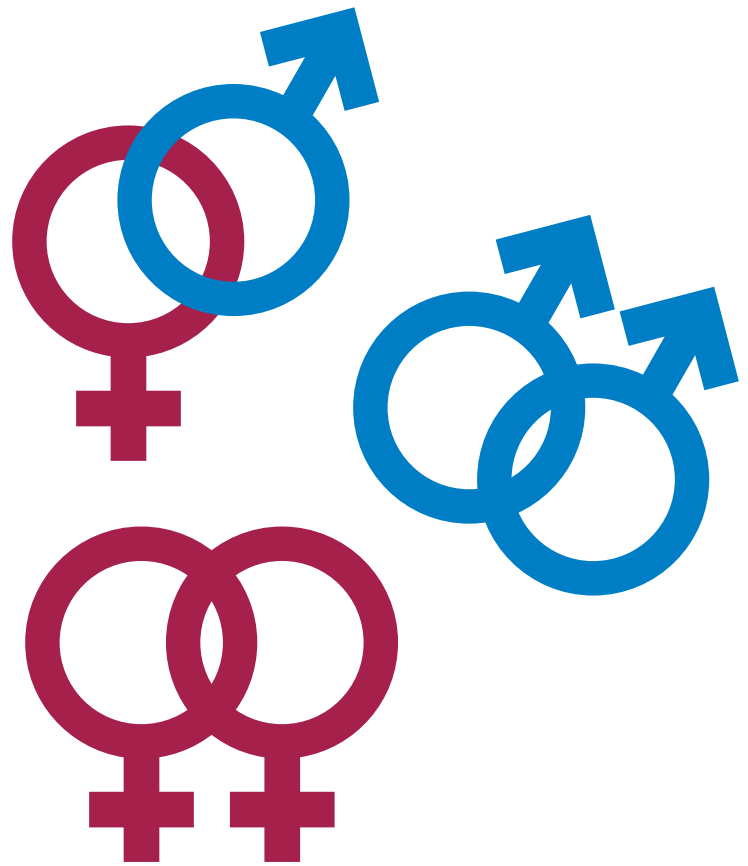
Emotional abuse was more widespread than physical or sexual abuse for the questionnaire and interview respondents. Risk factors for abuse included age (under 35 years), lower income levels and to some extent lower educational attainment. Age and income level have also been identified as risk factors for domestic abuse in the British Crime Survey.¹

Our interviews indicated a strong link between experience of domestic abuse and first same sex relationship for both gay men and lesbians, which tended to be associated with younger age groups. The survey data and interviews indicated that financial abuse may be a particular concern for gay men, who were significantly more likely to have their spending controlled.

Our interviews showed sexuality being used as a tool of control in same sex abusive behaviours including

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denigrating same sex networks and insisting the relationship is kept closeted because the abuser is not 'out' – a tactic which isolates the victim/survivor. Another theme from the interviews was the degree to which survivors of same sex domestic abuse experience on-going abuse after the relationship has ended. Moreover, first same sex relationships presented a higher risk of abuse.

The range of abusive behaviours experienced by gay men and lesbians and the impacts were generally similar. The differences were, however, particularly interesting, and they appear to reflect wider processes of gendering and gendered norms. In the survey data there were significant differences in the use of physically and sexually abusive behaviours, with gay men more likely to use these behaviours. Men were significantly more likely to be kicked, punched, physically threatened, or prevented from getting help.

Sexual abuse was where the greatest gender differences occurred with male respondents significantly more likely than women to be forced into sexual

activity, be hurt during sex, have boundaries of safety disrespected, have requests for safer sex refused, and be threatened with sexual assault.

With regard to the impact of abuse, lesbians were significantly more likely to be affected by emotional and sexual abuse. Lesbians were much more likely to report that the abuse made them work harder in order 'to make their partner happy' or 'to stop making mistakes', that it had an impact on their children or their relationship with their children, or made them stop trusting people.

Seeking help and support

Of those individuals in same sex relationships who said they had experienced domestic abuse, about one in five did not seek help from anyone (22%). Unlike heterosexual women, individuals in same sex relationships who sought help were more likely to use 'informal' or 'private' means rather than voluntary or statutory sector services. Compared to the 2001 British Crime Survey, our same sex respondents were much less likely to contact the police.

“Our interviews indicated a strong link between experience of domestic abuse and first same sex relationship for both gay men and lesbians”

¹ Walby, S. and Allen, J. (2004) Domestic Violence, Sexual Assault and Stalking: Findings from the British Crime Survey, Home Office Research Study No. 276, Home Office, London.

Social exclusion

Recognising its effects throughout life

In an important new study published by the Social Exclusion Taskforce at the Cabinet Office, researchers in the Centre for the Study of Poverty and Social Justice and Professor Ruth Levitas (Department of Sociology) have identified ten dimensions of social exclusion.

Christina Pantazis

Centre for the Study of Poverty and Social Justice

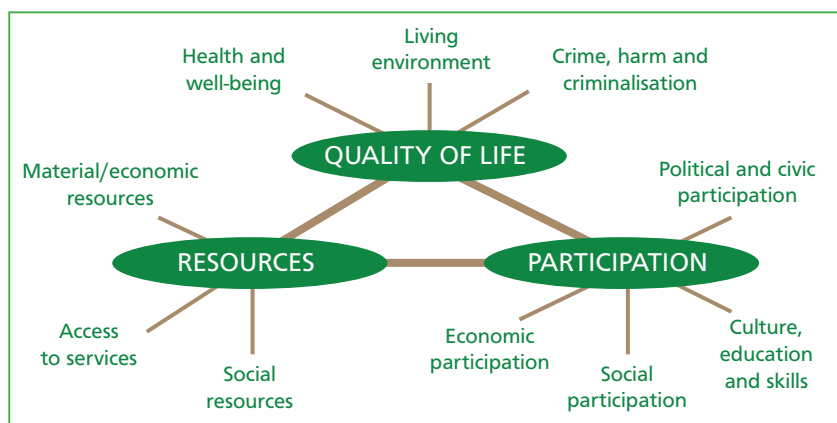
We were commissioned to critically review the current literature and existing data sources, which might be useful for analysing social exclusion and, in particular, identifying circumstances in which people may suffer 'deep exclusion'. We developed the Bristol-Social Exclusion Matrix (B-SEM) as a tool for understanding the multi-faceted nature of exclusion (see diagram).

The Bristol-Social Exclusion Matrix

The matrix, which contains ten dimensions relating to three broader fields, shifts the focus away from dominant concerns about exclusion from the paid labour market. It was further developed in order to relate these dimensions and topics within them to the different stages of the

life-course: childhood, youth, working life and later life.

Our review found that very few large scale surveys and administrative datasets contain adequate coverage of the issues identified in B-SEM, although the *Poverty and Social Exclusion Survey*, *Families and Children's Survey*, *English Longitudinal Study of Ageing*, and Bristol University's own *Avon Longitudinal Study of Parents and Children* are among the best. We also identified methodological weaknesses with existing surveys, which make it difficult to analyse many datasets for the purpose of investigating socially excluded groups. In particular, many vulnerable groups including prisoners, migrants, and children and elderly people in hospital or residential care, are missed from the population coverage of most surveys. For these groups, we recommend the use of qualitative research, which can then be used to inform specialised surveys.



The report 'The Multi-Dimensional Analysis of Social Exclusion' by Levitas, Pantazis, Fahmy, Gordon, Lloyd & Patsios can be downloaded at: http://www.cabinetoffice.gov.uk/social_exclusion_task_force/documents/research/multidimensional.pdf

In England, the Government subsidy for disabled facilities grants for all age-groups is £126 million (2007-08). Meanwhile, the cost to the NHS (59%) and Social Services of injuries due to falls in people aged 65 and over in the UK is £981 million every year. A review has shown the strong possibility that, if these budgets could be partially inverted, the results would produce better outcomes and real savings for the state.

Home adaptations

A cost saving investment?

Frances Heywood, OBE
Centre for Urban Studies

This international literature review was commissioned in 2006 by the Office for Disability Issues (within the Department for Work and Pensions) to consider the 'Implications for health and social care budgets of investment in housing adaptations, improvements and equipment'.

What emerged was that the aspect of health that is most consistently shown to benefit from housing interventions is mental health. There is evidence of (as yet) unexplained connections between depression and hip fractures in older women, even after controlling for the known adverse effects of anti-depressants. In Sweden it is estimated

that assistive devices to one year's cohort of people with macular degeneration would save about £1 million in one year. In Italy, exemplar case studies showed that providing full scale, high quality adaptations with intensive support for seriously disabled individuals still produced savings of £10,600 per person every year besides a greatly improved quality of life. There was much tantalising information of this kind.

What does not yet exist, however, is a body of research that is both methodologically sound and really clear as to outcomes - just many pieces of diligent work that produced only partial answers and did not complement each other. There is an urgent need for better more consistent evidence, and I am working jointly with other researchers inside and outside the University to pursue this.

The report, *Better Outcomes, Lower Costs* (2007), can be found under publications on www.officefordisability.gov.uk It contains references for all the studies mentioned above.





Migration

Separating fact from fiction

Why do people migrate? How many people enter and leave the EU and the UK in any one year? Why is it important to identify, quantify and analyse the scale and composition of migration flows? In order to find the information needed to answer these questions, Bristol University is participating in the PROMINSTAT project to create a public database which will include the most useful sources of information on migration, integration and discrimination in the European Union.

Ann Singleton

The Centre for the Study of Poverty and Social Justice

The School is one of 18 European partners involved in PROMINSTAT (Promoting Comparative Quantitative Research in the Field of Migration and Integration in Europe) – a project which is funded by the European Commission's 6th Framework Programme.

The main objective of the project is to promote comparative research in the field of migration and integration by establishing an online database containing essential information on statistical datasets in 27 European countries (including nearly all EU member states plus Norway and Switzerland); describing national data systems in the form of brief country reports, providing the contextual information needed to understand statistical data on migration and integration, and undertaking thematic studies exploring the possibilities and limitations of conducting comparative research in different thematic areas within this field.

Bristol University is both jointly responsible for scientific leadership of the project and for the following outputs:

- Writing two thematic studies (one on policy needs with regard to information and data on immigration, emigration and integration and the other on asylum and refugees in the 27 participating countries);
- Providing information on the statistical datasets containing data on migration and integration in the UK and Ireland for the online database;
- Writing country reports on national data collections systems for the UK and Ireland;
- Disseminating the results.

All of this work is ongoing but is expected to be completed by August 2009.



Migrant Workers in the South-West of England

As local authorities and service providers need to understand the impact of international migration and recent European Union enlargements, Audrey Lenoel, Research Assistant in the Centre and I have recently prepared briefing papers and conducted a small study on migrant workers, including case studies of Taunton and Bristol.

In order to identify sources of information on migrant workers, their characteristics and the scale and dynamics of migration in the region, we have been working with David Jepson from Anglia Ruskin University, with local networks, with the Government Office for the South-West and with the Department of Communities and Local Government.

This information will enable local policy-makers to monitor the effects of migration on services such as

schools, GPs' surgeries and public transport, and to understand the strengths and limitations of each data source.

Trafficking of human beings (modern forms of slavery)

The reality of most migrants' experiences, both positive and negative, is often invisible in the debates about developing fair migration policies. However, with Christien van den Anker at the University of the West of England, we have been raising awareness of modern forms of slavery, including the trafficking of human beings into the UK and Ireland. We organized a public meeting on this topic in June 2007 as part of the Abolition 200 programme.

Speakers included Dr. Tim Brain, the Chief Constable of Gloucestershire, who led the national Pentameter programme against trafficking, Bridget Anderson of COMPAS (Oxford University) speaking on migrant workers, and Fernne Brennan of Essex University's Human Rights Centre speaking on reparations.

Enabling policy development on migration and integration

These current initiatives build on more than a decade of work on migration, which has helped to provide the

“The reality of most migrants' experiences, both positive and negative, is often invisible in the debates about developing fair migration policies.”

research base for improved policy information across Europe. This included a secondment from the School to Brussels, as Policy Officer for Asylum and Migration Statistics in the European Commission's Directorate General for Justice and Home Affairs.

There I was responsible for drafting the EU Action Plan on migration and asylum statistics, the first public online annual report on asylum and migration in the EU, recently adopted EU legislation on migration and asylum statistics and a handbook for implementing this legislation - THESIM (Towards Harmonised European Statistics on International Migration) – published in 2006 (see details below).

The aim of all this work is to ensure that reliable data becomes increasingly available to inform the policy agenda at local, national, EU and international levels.

Useful website links for further information:

www.icmpd.org/fileadmin/ICMPD-Website/Research/Prominstat_project_description_May_2007.pdf

http://ec.europa.eu/justice_home/doc_centre/asylum/statistics/doc_asylum_statistics_en.htm

www.uclouvain.be/en-12321.htm

“Although most children had suffered trauma, neglect or abuse, outcomes generally appeared positive.”

Kinship care

A better solution for children?

In 2005, local authorities placed 12% of ‘looked after’ children in England with relatives. However, a recent study has found that, by providing more timely support for the hidden population of ‘children in need’ living in informal kinship care arrangements, local authorities can enable them to remain within their family network and reduce the risk of their becoming ‘looked after’.

In 2006 the Hadley Centre was asked by the London Borough of Greenwich to evaluate their Kinship Care Team (KCT), which had been in operation for 18 months. The study included an analysis of a complete sample of 58 case files and interviews with 25 individuals from 12 families (almost half of current service users).

In 72% of cases social workers were supporting kinship care arrangements, which had already been put in place by family members. The KCT provided emotional and practical support, advice on behavioural difficulties, welfare rights advice, ‘setting up’ payments and occasionally a small weekly allowance.

Most of the children and young people were adolescents – a group that local authorities often find hard to place. Forty percent had had a significant loss or bereavement, such as the death or

absence of a parent, and 48% had suffered maternal rejection.

Almost half the kin carers were grandmothers, and despite problems such as poverty, overcrowding and poor health the carers provided good quality care in 78% of cases. Many also showed a remarkable level of commitment to the child. Although most children had suffered trauma, neglect or abuse, outcomes generally appeared positive.

The study concluded that this was a cost-effective model, which fitted the Government’s framework for service provision and could be usefully replicated. However, effective multi-agency working and continuing support would be required to meet the acute needs of many children and kinship carers.

For further details, see:
www.bristol.ac.uk/hadley

GPs vary in the proportion of patients they refer to hospital from out-of-hours consultations, with some GPs admitting five times as many patients into hospital. Researchers in the Centre for Health and Social Care are undertaking an ongoing study, commissioned by Avon Primary Care Research and Nordoc, to find out the reasons for this and to identify possible interventions.

To refer or not?

Out-of-hours hospital referrals – why do the rates vary so much?

Some of the variation is explained by gender (female GPs refer more often), time of consultation (patients are more often admitted between 11pm and 7am) and place of consultation (patients seen in their homes rather than in the out-of-hours centre are more frequently admitted). However, these factors do not explain all of the variation between GPs.

GPs working in out-of-hours care cover a large area with a range of age groups and social classes. This means that other factors often associated with hospital referral, including demographic differences between populations, did *not* contribute to the variation. Differences between doctors are therefore important.

To find out more about the influences on decisions to admit patients from out-of-hours work, we carried out qualitative interviews with GPs who

were high, medium or low referrers in their out-of-hours work.

The interviews suggest that high-referring GPs are typically cautious, tending to admit a patient if in doubt. High-referrers also expressed anxiety about their decisions, both for themselves and for the patient. Low referring GPs tended to have negative opinions of hospital and aimed to avoid admission wherever possible. Low referrers were also more confident in their decisions and felt able to resist pressures to admit from patients and carers. Knowledge about community based alternatives to hospital and attitudes to these

alternatives were also important, as GPs who referred less viewed such alternatives more positively.

For further information, see:

Calnan, M., Payne, S. Kemple, T., Rossdale, M. & Ingram, J. (2007 forthcoming) A qualitative study exploring variations in general practitioners' out-of-hours referrals to hospital, *British Journal of General Practice*.

Rossdale, M., Kemple, T., Payne, S., Calnan, M & Greenwood, R. (2007) An observational study of variation in GPs' out-of-hours emergency referrals, *British Journal of General Practice* 57, 535, pp152-154.

Sarah Payne
Centre for Health
and Social Care

Congratulations!

News from the School for Policy Studies

Social Policy Degree rated first

The School's Social Policy degree programme came first in The Guardian's University league tables published in the University Guide 2008. Rated against other institutions across a range of categories, we scored particularly well on 'spend per student', 'value added' and 'job prospects' for graduates.



Commissioned...

Julie Selwyn, Director of the Hadley Centre for Adoption and Foster Care Studies, was commissioned by the Prime Minister to be part of an assessment panel reviewing how Catholic adoption and fostering agencies are implementing the Sexual Orientation Regulations, i.e. not discriminating against same-sex couples who wish to adopt or foster.



Julie Selwyn

Honoured...

Frances Heywood, Senior Research Fellow at the School, received an OBE in the recent Birthday Honours list for her considerable contribution to housing services for disabled people. Frances' work is an excellent example of how top quality research and political commitment can achieve significant change for the better.



Frances Heywood

Successful...

Dinithi Wijedasa, the new Research Associate in the Hadley Centre, has already achieved success in Sri Lanka, where she adapted and standardised the Denver Developmental Screening Test-II to make it culturally appropriate for Sri Lankan children. The government has decided to implement this programme so that developmental delays can be detected early.



Dinithi Wijedasa

New short courses for 2008

Researching poverty, inequality and social exclusion

23–25 January 2008

To request information, contact: sps-enquiries@bristol.ac.uk

Domestic Violence: Research, policy and activism

2–22 February 2008

To request information, contact: sps-enquiries@bristol.ac.uk

Researching child and family welfare

30 April – 2 May 2008

For further information, contact: Melanie.Turner@bristol.ac.uk



Events

'War On Terror: Policy And Legislative Responses' one day seminar

25 September 2007

Venue: Bristol Institute for Public Affairs, 2 Priory Road, Bristol

Speakers include: Professor Tariq Modood (University of Bristol), Liz Fekete (Institute of Race Relations), Derek McGhee (University Southampton), Basia Spalek (University of Birmingham), Robert Lambert (University of Exeter), Dave Whyte (University of Stirling), Christina Pantazis and Simon Pemberton (University of Bristol)

There is no charge for this event.

To book a place, please email Melanie.turner@bristol.ac.uk

South West Social Work Activist Network for Social Justice

30 November 2007

Regional Radical Social Work Conference

Venue: British Airways Welfare Association (BAWA), Filton, Bristol

Fees: Practitioners and academics: £30, Students: £5, Service users and carers: free

For further information, contact: Sarah.Cemlyn@bristol.ac.uk

Policy & Politics 3rd International Conference in Bristol

3-4 July 2008

Details to be finalised

Further details coming soon at:

www.bristol.ac.uk/sps/

or contact:

sps-enquiries@bristol.ac.uk

to register your interest



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