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Citizen Involvement In Public Policy

A Thesis to Middlesex University in partial fulfilment of the requirements for the Degree of Doctor of Philosophy by Published Works

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Ph.D. by Published Works

Contents

Context Statement

1. a background to and critical review of the selected works, including a summary of the works selected

The theme of this research work is citizen involvement in public policy. Participation is both a subject of the research and the perspective through which a range of different policy areas are approached. These include land-use planning, social services, community care, poverty, child care and the future of welfare. Participation is also central to the chosen research methodology and methods. A particular focus is placed on the perspective of the subjects of public policy. The research also explores social care service users' discourses on their rights and needs and the relation of public policy to them, particularly the discourses of psychiatric system survivors and disabled people. 23 publications have been submitted as part of this application (see Appendix). They are part of a much larger body of work undertaken by the candidate over the same period. They have been selected to reflect some of the key themes identified, explored and developed in the candidate's work.

These works have been undertaken over a period of 18 years. Such a length of time means that there have not only been significant developments in the research, but also in its subject matter. The two are in close and dynamic relationship. Over this period, there have been major changes and developments in public policy, politics, welfare and academic debates. The research work has responded to these broader developments.They have influenced its focus and direction and it has sought to influence them.

There is currently considerable interest in issues of participation and empowerment. They have gained priority over the period of this work as subjects of study, research, practice and public policy. They are now embodied in a wide range of UK government legislation and guidance. However this is a relatively recent development. The candidate's work starts at a time when participation was much lower on political, academic and professional agendas and it both reflects and takes forward discussion and developments in this field. The particular history of participation has implications both for the kind of questions which the research has asked and the way in which it has been financed and supported.

Participation is also associated with a range of key concepts which currently have high priority on public and academic agendas. These include: citizenship, social exclusion, empowerment, community, identity and diversity. The research work has addressed all of these.

The work has sought to address a series of key research questions which

participation raises. These have emerged, changed and developed over time. They include, for example:

• What are people's views on participation?
• Do people want to participate?
• What does participation mean (formal and popular definitions)?
• What is people's experience of participation?
• What problems are associated with participation?
• What are the theoretical relations of participation?
• How do you participate?
• How can participation be made more possible?

The research questions reflect the broader history and development of participation, as well as the development of the research itself, moving on, for instance, from asking whether people want to be involved, to looking at the problems of not involving them. (Beresford and Croft, 1978; Beresford and Croft, 1995b)

While beginning by exploring people's participation in public policy and practice, the research has paid increasing attention to people's own discourses as subjects of state intervention, policy, practice and ideology; exploring and providing opportunities for their participation in the conceptualisation of social problems and policies and developing their first hand accounts. It has been concerned with people's (differential) participation in both the private and public spheres, examining personal and political issues of participation and their interrelation, as well as considering the implications of social divisions for people's participation.

The research has addressed both theoretical and practical issues around participation and places an emphasis on connecting the two, seeking to link learning with practice and action with theory. It has sought to give the same weight to the ideas and theories of the subjects of public policy, as to those of policy makers and their associated analysts and commentators. It has also had a broader concern with locating and connecting participation. This has been a particularly important task because discussions and developments on participation have tended to be fragmented and isolated. The research has therefore sought to make connections between:

• different areas of policy and practice;
• knowledge from different spheres and disciplines, including psychology and social science;
• broader political process and specific participatory initiatives;
• present and past discussions and developments;
• participation and organisational, professional and managerial issues.

As part of its commitment to developing new knowledge, the research has sought to employ and develop innovative methodology and methods to match its participatory subject matter. As it has progressed, it has developed this more clearly into a distinct methodology, located within participatory and emancipatory research paradigms.

The selected research works are part of the outcome of a series of research projects undertaken by the candidate in collaboration with colleagues. These include projects on:

• public participation in land use planning
• identifying and improving local social services policy and practice for children in care
• the decentralisation of social services departments
• user involvement in community care
• developing skills for collaboration in community care
• first hand accounts of poverty
• welfare state service users and the future of welfare

While the first focus of the research was people as members of localities, it has since also explored people's participation as users and recipients of public policies and services and as members of new movements associated with these, including the movements of disabled people, psychiatric system survivors older people, people living with HIV and AIDS, young people in care and people with learning difficulties.

Four of these studies were locally based; the others national in scope. A central concern of the work has been to produce work of national significance which is strongly rooted in local experience. Areas of national relevance were chosen for the local studies. Public participation in land use planning was particularly highly developed in Wandsworth and North Battersea, where the first study was located.The starting point for the Brighton study of participation in social services was one of the most comprehensive initiatives in decentralising social services, which was undertaken by East Sussex social services. The children in care study was based in a multi-racial inner city area in a local authority with a national reputation for social work and social services policy and practice. There were strong service users' and carers' organisations and large minority ethnic populations in the local authority area where the research and development project pioneering a collaborative approach to the development of skills for community care was located.

While the research projects have each had a particular policy or subject focus, they have all been linked to broader discussions about participation and the overall project of developing knowledge and action on participation. The initial focus of the research was public participation in land use planning because it

was in this field that participation was first embodied in legislation and government policy. (Beresford and Croft, 1978) Two subsequent projects were concerned with personal social services. Social services have emerged as a key location for debates and developments around participation and a base for community development, a central strategy for collective action and involvement. Key political and social policy discussions about state intervention, difference, dependence, the family and social problems, have focused on social services. These have been expressed in concern about child care and child protection policy (Beresford, Kemmis, Tunstill, 1987) and a questioning of centralised, 'bureaucratic' post-Seebohm social services departments and desire to move to decentralised, more 'community-orientated' and participatory policy and practice (Beresford and Croft, 1986).

Community care provides the third focus for the research's exploration of participation. Two developments underpin the prioritisation of participation in this field. These are first, the shift in government policy over the last 15-20 years to a mixed economy of care, the commodification of need and purchase of service and an emphasis on consumer involvement, choice and rights; and second, the emergence of movements of disabled people and other social care service users, demanding more say and involvement in their lives and in services affecting them.

Community care provides a crucial case study of major changes taking place in welfare thinking and policy. The focus on service users' views offers a unique and effective way of exploring the new emphasis placed in welfare on the individual as citizen and consumer.

The UK community care reforms represent the first comprehensive initiative to embody the fundamental shift taking place in western welfare philosophy and policy. The movements of disabled people and social care service users challenge both traditional state and new market approaches to social care and place a new emphasis on both the personal and the social and on the citizen as an active participant in public policy. Both developments have provided the impetus for new thinking and approaches to participation, which this research has both monitored and taken forward (for example, Beresford and Croft, 1993; Croft and Beresford, 1995).

The community care reforms are part of broader changes in welfare and it is these that are the focus of another research project: the Citizens' Commission. There is now widespread political consensus that the welfare state must change. The debate has been dominated by financial, political, demographic and economic concerns. Welfare state service users have so far played little part in this debate in which the perspectives of politicians and conventional experts have predominated. The aim of this two year project has been to enable users of welfare state services to research the views and proposals of welfare state

users more generally in the UK, on the future of welfare, particularly those eligible for long term and more stigmatised service and to report their findings. (Beresford, 1995)

The final research subject is poverty. The political move to the right in the UK and resulting shifts in economic and social policies, have led to major changes both in the nature, scale and distribution of poverty and in debates about poverty. While analysis continues to be politically polarised, there are realignments in thinking on the left and debate continues to be focused on the definition and measurement of poverty, the culture of dependency thesis and the idea of 'the underclass'. People with direct experience of poverty have played a limited role in anti-poverty policy and discussions in the UK. It is this issue on which the research work has focussed, exploring its origins, implications and the theoretical, philosophical and practical issues raised by it. (for example, Beresford and Croft, 1995b)

The research has revealed and also been affected by several recurring issues which participation raises. Citizen participation is contentious, both as an idea and as an area of policy. It is essentially a political issue because it is linked with power and the distribution of power. Participatory initiatives can restrict as well as enhance people's say and involvement. There is little agreement about participation and few shared meanings. Instead there are competing world views, particularly between professionals, policy makers, politicians and community and service users' organisations. Because of this, a key concern of the research work has been to *clarify* issues around participation and to provide *information* and evidence to inform analysis, discussion and developments. (Croft and Beresford, 1992) The research addresses developments and critiques of participation from a range of political positions as well as seeking to relate these to people's own discussions as citizens and service users. Discussions about participation come from a range of perspectives, including those of local authorities, voluntary organisations, service agencies and managerialism. This research has a particular focus on the perspective of citizens as subjects of policies and service users. Throughout the period of the research work, the candidate has been actively involved in both community and service user organisations and the research, in both its focus and methodology, has been linked with and informed by this involvement.

2. a clear argument as to how the works relate to each other

While the research works are unified by their concern with participation, as we have seen, they approach it from different directions, exploring a variety of research questions and policy areas. They are also in a range of relationships with each other. These relationships are:

• historical: reflecting the development of participation and broader political, policy and analytical developments;
• internal: succeeding research works building on knowledge generated by their predecessors;
• between subject areas: linking and developing knowledge between different fields, for example, community development, land use planning and community care.

We will look at each of these in turn, although the third is also an issue for further discussion in the next section. Let's begin with the first.

Historical relationships

The research work has both responded to and sought to influence the changing history of debates and developments on participation. It has interacted with and informed them. As has already been suggested, beyond formal arrangements for democratic representation and accountability, the tradition of public policy development in the UK has largely been non-participatory, with service users and citizens more generally, having a very limited involvement in the development of policy, provision and practice. The policy process has traditionally been non-participatory. Policy and services have typically been 'provider' rather than 'user' led with limited overlap between the two constituencies (Beresford and Croft, 1993*) An early example of the research work examines this through the issue of vagrancy (Beresford, 1979). Vagrancy offers a case study of how conventional non-participatory public policy works. This study examines how state, service providers and media operate in complex relations with each other, both to construct a social problem and to shape the response to it, without significant broader public involvement, or the involvement of people included as part of the problem. It explores the way in which conventional non-participatory social policy works to distort the issues included in it, to personalise issues and separate them from their structural connections.

A subsequent study shows that renewed interest in participation has been linked with concern about the failings and non-participatory nature of state welfare. (Beresford, 1982) It also introduces another key theme which emerged in the research work. This was that interest in participation followed from broader political changes and realignments. Participation begins to emerge as one of the key issues over which new political and welfare debates were contested Different political positions were reflected in different agendas for

* Denotes publication by the candidate, but not included in the research work. See Additional References, p32.

participation. While, for example, emerging critiques from the political left called for more participatory state welfare, centre critiques argued for a shift from state provision to voluntarism. The former emphasised *control* of service; the latter, *supply* of service. Thus while the mixed economy of care has come to be associated with analysis and developments from the political right, initially it was also strongly linked with the centre. Another study extends this analysis by exploring the way in which fabian critiques of social policy moved closer to centrist social democratic ones. (Beresford and Croft, 1984) They were characterised by greater reliance on voluntary and self-help provision, 'informal helping networks' and on acceptance of a reduced role for the state. They emphasised people's involvement in terms of increased reliance on unpaid 'caring' within families and neighbourhoods rather than in terms of the redistribution of power and involvement in decision-making.While they focussed on a bigger role for voluntary action in welfare pluralism, it has actually been associated with a much greater role for the private market.

The research work examines some of the participatory initiatives resulting from this renewed political interest in participation, from the centre (Beresford and Croft, 1986), left (Croft and Beresford, 1990b) and right (Beresford and Croft, 1978, new introduction), exploring their ideologies, limitations and achievements, similarities and differences, aims and processes.

More recently, the research addresses the two key developments impacting on current UK social policy; first the shift to the political right and private market in welfare (for example, Beresford 1988; Croft and Beresford, 1992) and second the emergence of disabled people's and social care service users' movements. (Beresford and Campbell, 1994; Croft and Beresford, 1995) The first of these has overlaid discussions about participation with the rhetoric, ideology and practice of consumerism and the research work has sought to examine and analyse this development (Croft and Beresford, 1990c)

As participation became increasingly central in public policy, there has been an increasing demand for information and guidance on how to do it. The research work has addressed this need. As well as analysing state and service providers' participatory initiatives, the research focuses on citizens' and service users' own schemes to increase their say and involvement. It examines their differences and collates developing knowledge and experience in participation as a basis for understanding and improving policy and practice, paying particular attention to pioneering developments from citizens' and service users' organisations and supportive practitioners and agencies. (Beresford and Croft, 1993)

The research has consistently highlighted and developed the perspectives of the subjects of public policy; people on the receiving end of policy, services and participatory schemes, arguing that they should be central in its construction. It

has identified their knowledge, views and experience. The inclusion of such first hand accounts has been a theme of this work from its earliest stage. For example, in 1979 it argued that:

> More attention and priority must be given to the views and definitions of those involved in the problem. We will only know what needs doing if we know what they see as the problem. Agencies must help them participate in the making of policy. (Beresford, 1979, p163)

Since then it has explored ways of accessing these perspectives; developed them with different groups, in different policy areas and over different issues, for example, over reception into care and loneliness; research and low income, developed the debate about accessing and including them and reported new knowledge from them. (Beresford, Kemmis, Tunstill, 1987; Croft and Beresford, 1990a; Beresford and Croft, 1993; Beresford, 1992; Beresford and Croft, 1986) A consistent aim has 'not only been to draw people…into the picture, but also to enable them to play a part in changing it'. (Beresford and Croft, 1986, pxvi)

The focus of discussions about citizen participation was first the workplace, then the 'community' and more recently use of public services. Initially debates emphasised more say for workers as the route to democratising welfare. At the start of the research work, discourses on participation were predominantly political, professional and academic. The research work has also identified and reported the emergence of service users' own distinct discourses, associated with the development of new movements of service users, particularly addressing those of disabled people and recipients of mental health services. These are transforming the terms of social policy debate, focussing on civil rights, inclusion and participation, instead of needs, welfare services and income maintenance. These discourses have their own particular history and characteristics and the research looks at their relationship to and differences from conventional social policy and service producer discourses. (Croft and Beresford, 1995) The research has explored their different and competing theories, models and ideas about participation, public policy and social problems. It has also sought to bring together, exchange and negotiate different perspectives, for example, those of practitioners, 'carers' and service users, as a basis for extending discussion and developments about policy, practice and participation. (for example, Beresford and Trevillion, 1995)

Internal relationships

As well as being linked with the broader unfolding history of participation, the research has built on the knowledge which it has itself generated. This, combined with its refinement of methods and methodology and the increasing experience of the researcher, means that the research has developed as a

coherent body of work, building on what has gone before, but also equipped to respond to new ideas and developments, both from within its own analysis and from other developments outside. The research has also helped in the development of participatory alternatives as it has progressed, by generating knowledge which has provided a stronger base on which to build them. Successive research projects have been designed to broaden and extend overall inquiry into participation. Each has provided a base for the next, in turn raising new research questions and seeking to answer research questions posed by its predecessors. Some of the key questions the research has addressed include:

- What do the subjects of public policy have to say about policy and about participation? (for example, Beresford and Croft, 1978);
- How can they be involved in public policy? (for example, Croft and Beresford, 1990c);
- How do they generate their own proposals, policies and alternatives? (for example, Croft and Beresford, 1995).

The research work findings have successively indicated that:

- people have little say in agencies and services affecting them and experience this as a problem;
- most people want more say in institutions, agencies, services and decisions which impact on their lives;
- traditional agency-led approaches to involvement are generally very limited in their effectiveness;
- there is little agreement about what participation means;
- effective involvement is likely to lead to fundamental change in the nature and philosophy of policy, provision and practice;
- a number of conditions and characteristics for effective participation can be identified.

This has provided a developing base to move on to further work. This is reflected in a number of themes which have emerged in the work and which it has sought to develop. These include:

1. The developing focus of the research on the perspectives of citizens and service users has made it possible to move from consideration of state and related initiatives for participation to explore the models, schemes and ideas of service users themselves. It has enabled a progression from seeing what people think about outside developments, to exploring with them their own developments. The forms and approaches of state schemes for participation most closely reflect the development and process of conventional policy, provision and practice and as a result frequently fall short of their participatory objectives. Those of service users, particularly of the disabled

people's and social care service users' movements, are sometimes very different, resulting in truly innovative approaches to the practice and theory of participation (Croft and Beresford, 1995; Beresford and Campbell, 1995)

2. The research has increasingly highlighted that not only have these organisations and movements developed new approaches, insights and ideas about participation; for example, challenging the traditional polarisation between involvement for mutual aid and for social change and developing the concepts of self-organisation and of organisations *of* and *for*, to distinguish between organisations which are and are not formally and democratically controlled by their constituency. They have also developed a new and distinct discourse about policy and services, based on principles of participation, inclusion and civil and human rights; challenging social policy and provision based on congregation, segregation and reliance on welfare benefits and stressing the priority of involvement in mainstream political, social, economic and other spheres.

3. The term participation has been interpreted to mean a transfer to citizens and service users of either responsibility or of power. It has been used to mean involvement in voluntary action and in decision-making. The two meanings have tended to be treated as mutually exclusive. Involvement for personal and for political change have generally been presented as contradictory and opposed.The research work, however, has highlighted over time the importance of involvement in both the private and the public sphere; in the personal and political realms, if either is to be effective. Members of the disabled people's movement emphasise involvement in collective action as a route to personal empowerment. Psychiatric system survivors also stress the importance of personal support if people are to be enabled to get involved in collective action. A theme emerging from the research is is the inter-relation of personal development and public involvement and the interconnectedness of the citizen's participation in private and social worlds. It highlights the roles and relations of individual agency and social institutions. This has emphasised the need for both institutional access and personal support, if citizens and service users to be to be fully involved.

4. As this research work and other studies have increasingly evidenced that most people want more say in their lives and in public policy and what components for policy and practice are needed to make this possible, it has also become apparent that participatory initiatives can reinforce exclusions as well as challenging them and thus increase the powerlessness of some groups. The research has explored the way this happens along lines of income, 'race', class, sexual identity, gender, disability, age and other areas of oppression and developed discussion about ways of overcoming it and developing policy and practice for participation which actively challenges discrimination. (for example, Beresford and Croft, 1993; Beresford and Croft, 1995b)

5. Collaboration has been another theme of the research work. Associated ideas like 'partnership' recur frequently in discussions and developments about participation, but they have become widely distrusted and devalued by citizens' and service users' organisations. The research work has both analysed and developed initiatives for collaboration. (for example, Beresford and Trevillion, 1995), as well as itself being based on numerous collaborations, frequently linking and negotiating different, sometimes competing groups and interests. (Lister and Beresford, 1991)

The research work on poverty provides an example of the way in which the research generally has been interlinked. As has been said, poverty is an area of public policy whose subjects - people with direct experience of poverty - have had particularly restricted involvement in developments and discussion and where it has been especially slow to develop.The research work has explored the relation of poor people to poverty discourse. It did this early on with one group facing poverty: homeless single people (Beresford, 1979). Having identified the issue, it then examined existing experience of involving them, offered a critical examination of one such public policy initiative (Croft and Beresford, 1990b) and initiated and reported a meeting bringing together anti-poverty professionals and people with experience of poverty to explore the involvement of poor people in anti-poverty action. (Lister and Beresford, 1991) Out of this grew a participatory research project, where users of welfare state services, representing groups with disproportionate experience of poverty was established to undertake research exploring nationally welfare state service users' ideas and proposals for the future of welfare (Beresford, 1995). Further discussions offer a critical examination of the problems of excluding poor people from poverty discourse and the arguments for their inclusion (Beresford and Croft, 1995b) and for their inclusion in anti-poverty campaigning (Beresford and Croft, 1995a). Another study, analysing a major poverty inquiry, reports the issues and problems arising from current non-participatory approaches to poverty research. (Beresford and Green, 1996)

Relationships between subject areas

The research work on poverty also draws on the research work on participation in other fields, using it as a basis for comparison, insight and explanation. The issues it addresses: why people are not involved; the nature of initiatives to involve them; the philosophical and practical arguments for involvement; how people can be involved and what they have to say, are issues which have been explored in the research work generally because of their general priority.

There are a number of relationships between subject areas. First they are interconnected and overlapping. Poverty, for example, is a thread that runs through most of them. Issues of poverty and low income have been central in

inner city areas and policy associated with them. A high proportion of users of social services and community care services live on low income. The groups on which there has been a particular focus, including disabled people, mental health service users, people with learning difficulties, and older people are all disproportionately affected by poverty. Poverty poses particular issues for participation, because of its close association with economic, social and political exclusion and the psychological factors linked with it.

The welfare state is the context of community care and social services. Community care is one of the areas where the new consumerist welfare thinking is most developed. Social services have become key agents in the production of community care, as both service providers and purchasers. Welfare and social services have become the particular focus for radical shifts in ideology and policy, creating both a new interest in participation and new issues and problems in the way of it.

The research work has expanded its focus over time to include this cluster of interlocking subject areas. Each offers insights on the others. However, as well as sharing common themes, there are differences between fields which help in the analysis of participation. As we have seen, they address participation in different ways and raise different issues for it. For example, land use planning raises issues around how to include whole populations in participatory initiatives in areas of policy which may only indirectly or distantly affect them. Participation in community care raises questions about how to include people affected by experience of institutionalisation and infantilisation, who may communicate differently, about policies and practice which impact on them intimately and often painfully.

The research work also links knowledge between different subject areas, for example, social services, education, housing, land-use planning, community development and community care, making it possible to build on and synthesis different traditions, experience and insights and explore their transferability. (Beresford and Croft, 1993) There has tended to be little exchange or cross-fertilisation of knowledge and experience between different fields, even though they have developed different traditions, cultures and approaches to participation. For example, the community development tradition and the self-organising approach of the disabled people's movement embody significant differences as well as some similarities. The research work has deliberately sought to draw on and connect knowledge from different fields and disciplines to inform both individual and the general discussions about participation.

3. evidence and exemplification of claims made that the research constitutes a significant and original contribution to knowledge

Discussions and developments around participation have had several recurring and key characteristics. These include a frequent failure:

• to connect practice and theory;
• for developments in one field or discipline to be known by or shared in another, resulting in a frequent 'reinventing of the wheel';
• to connect participatory initiatives with broader discussions and developments around democracy;
• to address issues of race, gender, age, class, disability and sexual identity; explored how to ensure equal access to and outcomes from participation.

The research work has addressed all these issues and generated new knowledge in all of them. It has also:

• providing new knowledge in the overall subject area of participation;
• contributed to the development of participatory and emancipatory research methodology and methods (see section 5);
• identified and synthesised knowledge from experience in different fields and from different disciplines which was previously not available or inaccessible;
• provided new knowledge on the key perspectives and discourses of citizens and service users on public policy, their rights and needs;
• informed public policy and practice;
• providing a basis for learning for academic and professional education and training and for service users' and community organisations.

The frequent separation of theory from practice in this field creates problems for both. First, as has been said, discussion about participation is often abstracted and isolated from broader discussions and developments. But second, and equally important, broader theoretical discussions, for example, about democracy, are often impeded by their limited knowledge of debates and developments about practice. (for example, Giddens, 1994; Held, 1993; Hirst, 1994;) It has been possible in the research work to generate new knowledge linking theory and practice because of the candidate's continuing involvement in both action and research. (see also sections 5 and 6) This has resulted in the development of new knowledge in policy, practice and research, extending debates and developments around participation. The political nature of participation and its resulting contentiousness makes the linking of practical analysis and theoretical development particularly important. It has been possible to generate new knowledge on citizens' and service users' perspectives and discourses on public policy both because of the priority given to them in the research work and the candidate's direct involvement in community action

and community organisations and service users' groups.

As well as developing knowledge in different fields, the research work has added new knowledge to research, policy and professional discussions of participation. It has also helped to inform and connect them. It has reported and developed the discourse of citizens and service users and added their perspective to debates about participation and to participatory initiatives, generating new knowledge from both. In doing this it has developed new sources of knowledge and explored and challenged conventional hierarchies of credibility.

The research has also accessed knowledge to and between a wide range of groups. This not only includes people directly involved in public policy as policy makers, managers, professionals, researchers and academics. It has also contributed to the knowledge of members of community groups and organisations, disabled people's and service users' organisations and voluntary organisations. It has done this by providing and feeding back information in a wide range of formats, including pamphlets, leaflets, audio tapes, exhibitions, public meetings, minority ethnic languages, reports (also see Section 5) To reach different research users, findings from the research have been published in national and international academic, policy, practice, service users' and community organisations' journals. The candidate has also sought to add to the growing canon of work produced by service users movements, developing their own information and knowledge. For example, he is currently one of three people who have completed a revised version of Survivors Speak Out's (the national organisation of mental health service users) Self-Advocacy Pack, drawing on the research work's findings. He also co-writes a quarterly column on participation in *Changes*, the International Journal of the Psychology and Psychotherapy Association (Wiley)

As well as being used internationally, research works have been translated into Spanish, French, Italian and German. The candidate's publications include a large number of low price and accessible pamphlets, of which two are included in the research work, which he produced through involvement in Battersea Community Action and Open Services Project. These have been widely used by practitioners, service users' and community organisations. Publications like Croft and Beresford, 1990 have been extensively used in training by service users' organisations, user involvement and advocacy workers and in the education and training of service professionals.

The research findings have been used by a wide range of national and local organisations, to inform and improve policy and practice. They have been used widely as a basis for training, consultation, education and learning. This has also been made possible by the guidance and handbooks produced from research findings (for example, Beresford and Croft, 1993*) and through

consultancies and training directly undertaken by the candidate. Training and development consultancies have been undertaken for the Department of Health, many local and health authorities, national and local voluntary organisations and service users' and self-advocacy organisations. Consultancy disseminating the research findings has also been provided for Open University and disability broadcast programmes

The research work has informed discussions and developments at local, national and international levels. It has provided the basis for contributions to local, national and international conferences and seminars, organised by research, professional, policy and disabled people's and service users' organisations. These include the Social Policy Association, Critical Social Policy, Social Services Research Group, King's Fund Centre, United Nations, Disabled People's International, Association of Teachers in Social Work Education, European Centre for Social Welfare and Research, International Conference of Social Welfare as well as UK and overseas universities. The candidate has been invited to contribute papers to international research conferences in Australia, Poland, Finland, Denmark, Sweden, Belgium, UK and Germany. As well as contributing to academic and related conferences, the candidate has also been involved in jointly organising national and international conferences based on the research findings. Partners include Good Practices In Mental Health, Royal Institute of British Architects, National Institute for Social Work, Community Care Magazine, Joseph Rowntree Foundation, University of Bradford, National Institute for Social Work, Central Council for Education and Training in Social Work and The National Association of Urban Studies Centres.

The research work has also been used to inform national and local education and training materials and to develop education and training curricula. (Beresford, 1995*) The candidate was consultant to produce *Community Care And Citizenship*, Workbook 3 Part 1 of Open University Course K259, Community Care, (1993) and to update it in 1996. Research findings are also incorporated as materials in Open University and Open Learning Foundation courses.

The research work has been identified as a case study for discussion of 'research from the underside'. (Holman, 1987) It has developed both research methodology and methods. (for example, Croft and Beresford, 1984; Beresford, 1992; Beresford and Croft, 1995b) It has also provided a starting point for work by other researchers, for example, research on user-led alternatives for mental health service users, (Lindow, 1994); Joseph Rowntree Foundation supported research on deaf people's participation in social services (Hawcroft, Peckford, Thomson) and the National User Involvement Project supported by the National Health Service Executive.

To evidence and offer exemplification of claims made that the research constitutes a significant and original contribution to knowledge, independent statements about the candidate's research and publications are provided.

1. What's been said about the candidate and his research work

Some of the most fundamental questions are being asked by (the candidate), who asks whether patch really will bring 'roles, structures and practices for more egalitarian and liberating user/agency relationships
Community Care, (1983), Leader, Problems of Patch 1 December.

(The candidate) has an unrivalled history of working out (his) deep-rooted belief in the absolute necessity of engaging with service users at all points of service development because of the conviction (which a lot of evidence supports) that public welfare services cannot be effective and efficient without such user participation.
Tim Cook, Clerk to the City Parochial Foundation, 1986

(The candidate) has long been at the forefront of debate in the area of participation and empowerment, and has made significant contributions to these debates. (He) combines academic experience, practice as a professional and his own personal experience as a recipient of community care services, and involvement in community and service-users' organisations.
Department of Health and Social Welfare, Open University, in K259: Community Care, 1993

I regard (the candidate) as having made a major academic contribution to the study of personal social services, in particular through his work on concepts such as participation and empowerment. While much of his published work represents a substantial addition to social policy literature in general, including poverty and disability, there is no doubt that his research and writing in the area of *service users* is seminal, and has led to the reappraisal of conventional approaches to welfare policy and practice. The fact that it is rooted in first hand experience only adds to its validity and importance, and I would regard much of his empirical work in the community as breaking new methodological ground, and helping to establish an innovative and now highly regarded tradition in data collection and analysis.
Professor Jane Tunstill, Keele University, 1996

There is no chapter in the book from user researchers, despite the enormous contribution there has been in recent years in the field of community care research from such people as (the candidate) etc.
Community Care, (1996) book review, 15-21 February.

2. What's been said about the candidate's publications

Beresford and Croft, (1978)
A notable empirical contribution, *A Barker, Public Participation In Britain, Bedford Square Press, 1979*

Beresford (1984)*
The present government has provoked a national debate about the future of the welfare state. This pamphlet makes a positive and constructive contribution to that debate. It shows that the problem is not just of restoring past patterns of service but reconstructing the relationship between services and people. There must be better planning at the centre (by integrating economic and social policies and identifying priorities to defeat poverty) but small geographical communities must also have fare more opportunity to control and contribute to local services.This lively and informative pamphlet introduces some welcome ideas.
Professor Peter Townsend, University of Bristol
I think there is an urgent need to think through in detail what we mean by a 'social strategy' and I do believe that this pamphlet makes a valuable and important start in this direction
Michael Meacher, shadow spokesperson for Health and Social Services

Beresford and Croft, (1986)
A beautifully constructed and clearly written book. It should be widely read as an example of jargon-free social science.
Times Educational Supplement
The Hanover patch will become familiar ground to future social workers; reflecting, perhaps, a more up-to-date picture of British life than coal-mining villages or London's East End. No debate on patch or organisational issues can afford to ignore this patch.
Sociology
...a very important contribution...We lack nationally any coherent thinking and planning about delivery of services and the reconciliation of accountability, organisational integration with local access and community control. This book identifies the dilemmas, offers answers to some, but raises a host of questions to which there are not simple answers.
Municipal Review
It provides the only sustained critique of the decentralisation movement in social services and is likely to have substantial impact...The problems of democracy and accountability have been debated elsewhere but nowhere resolved. It is not a serious criticism that they are unresolved in this book. It is a considerable strength that the contradictions between statutory duties and popular need, community care and public service, accountability and lack of control are put right at the forefront of the discussion of decentralised welfare.
New Society 8 August 1986

Beresford, Kemmis, Tunstill, (1987)
Reading the book, particularly Beresford's insightful contribution, also reminds us of the need for contemporary social work to help resist the current onslaught faced by the poorest in our society, as well as protect the gains made by better practice. *Social Work Today*
The North Battersea Research group has achieved something very rare in social work...In any enterprise or profession...progress is made by systematically studying, recording and comparing the outcome and effects of particular actions. This is what makes it possible to determine what activity or method brings the best results...Against (a) rather disappointing background, efforts like those recorded in this report stand out like a shining light.
Jane Rowe (foreword)

Croft and Beresford, (1990)
A valuable contribution to participation in social services...A good example of what is needed to further the work of Community Care...an examination of key issues, sound analysis and collation of good practice.
Sir Roy Griffiths, author of Community Care: Agenda For Action, The Griffiths Report (foreword)
An excellent book...It articulates some of the thoughts that disabled people have had for years. It gives encouragement to those who have been working for greater involvement in social services planning and delivery. It shows how involvement can be better organised.
Coalition: The magazine of the Greater Manchester Coalition of Disabled People
This is one of the most useful publications on user involvement, particularly in the social services setting.
Association of Metropolitan Authorities

Beresford and Croft, (1993)
I hope that many workers will dip into this book, check their views against those who speak through its pages and find they are empowered to empower.
Community Care
This book is important. (the authors) build on experience of work in participation...The book succeeds in offering ideas and practical help to people who are trying to get involved themselves or to empower others and it should be welcomed and widely used.
Changes: International Journal of the Psychology and Psychotherapy Association

Beresford and Trevillion, (1995)
(The candidate) in particular has a long record of challenging conventional practice and organisational frameworks from the users' point of view...A valuable contribution to the innovative approach which sustained community care support requires. As a source book it proves the old adage that there is

nothing as practical as good theory.
Community Care

4. evidence and exemplification of claims made that the selected works are equivalent to a PhD by the conventional (thesis) route

The candidate's work has been published widely in authored and edited books, in chapters in edited collections and in refereed articles and conference papers. It has been published by mainstream academic publishers and academic institutions, approved by academic readers. It has been positively reviewed in academic and professional journals and been publicly identified as a key and original contribution to discussion, knowledge and practice in its field.

The research work has provided the basis for further major publications. Publications in which the candidate is currently involved include:

• Peter Beresford, David Green, Ruth Lister, Kirsty Woodard, (1996, forthcoming), *Poverty First Hand*, London, Child Poverty Action Group
• Peter Beresford and Michael Turner, (1997), *It's Our Welfare: Report of The Citizens' Commission on the Future of the Welfare State*, , National Institute for Social Work
• Peter Beresford and Suzy Croft, (1998) *Experiencing Community Care*, Basingstoke, Macmillan
• Peter Beresford and Suzy Croft, (1998),*The Politics Of Participation*, London, Routledge
• Peter Beresford, Gloria Gifford, Chris Harrison, (1996),*What Has Disability Got To Do With Psychiatric Survivors?*, in J Reynolds and J Read, (editors), Speaking Our Minds: Personal experience of mental distress and its consequences, Open University Reader for new Open University course, *Mental Health: Issues, Skills and Perspectives.*
• Peter Beresford and Suzy Croft, (1997), *Social Work And Service Users' Perspectives*, in M Davies, (editor), The Blackwell Companion To Social Work, Oxford, Blackwell.
Peter Beresford, (1997), *The Last Social Division?: Revisiting the relationship between social policy, its producers and consumers*, Social Policy Review 9,
• Peter Beresford, (1997), *The Politics Of Disability And Distress*, in A Lent and T Jordan, (editors), The New Politics, London, Laurance and Wishart

The candidate has undertaken independent research over a long period, both on his own and in collaboration with colleagues and other agencies. His research work has involved and led to his supervision and management of research projects and responsibility for other research workers. He has secured research funding from a wide range of organisations, including the Joseph Rowntree Foundation, Department of Health, Baring Foundation, Joseph

Rowntree Charitable Trust, King's Fund Centre, Central Council for Education and Training in Social Work and Higher Education Funding Council.

Current research projects which he is undertaking include:

• *Poverty First Hand*, 1993-7, funded by the Higher Education Funding Council and Joseph Rowntree Charitable Trust, jointly supervised with Professor Ruth Lister of Loughborough University
• *Shaping Our Lives: From quality standards, to user-led outcomes*, 1996-8, two year project, jointly supervised with National Institute for Social Work and Wiltshire Users' Network, funded by the Department of Health

The first extends works on analysing the inclusion and discourse of people with direct experience of poverty. (Beresford, Green, Lister, Woodard, 1996*) The second develops work done on identifying service users' priorities and standards for professional practice in human services. (Beresford and Trevillion, 1995; Harding and Beresford, 1996*)

The candidate is also seeking funding, in partnership with the University of Birmingham and the National Institute for Social Work for a three year research project focussing on service users' perspectives on: *Fostering Independence: The impact of local authority eligibility criteria on younger disabled people and older people*. This links and develops existing research work on community care, poverty and service users' discourses.

5. an account and critique of research methodologies used in the research

The research work has sought to develop a research methodology consistent with its subject matter. It has tested and been based on the hypothesis that the study of participation and a participatory approach to policy demands a participatory approach to research. It has aimed to encourage equality between researchers and research participants.

The research work has drawn on, been linked with and developed two related research paradigms, participatory and emancipatory research. The candidate has been involved in both developments, first as a member of the UK Participatory Research Exchange, which was linked with the international Participatory Research Network and operated in the 1980s, and more recently undertaking emancipatory research as a member of the psychiatric system survivors movement. These approaches are linked with what Rowan and Reason called 'new paradigm research, a cluster of approaches including action-research and feminist research (Rowan and Reason, 1981) This family of approaches addresses issues which have particular relevance for the study of

participation, including the question of objectivity, the validity of subjective insight, the involvement of research subjects in the research process, the relation of research with change, alienation and extraction and the subjectivity of the researcher. (Beresford, 1992) As Oakley has argued from a feminist perspective:

> ...the mythology of 'hygienic' research with its accompanying mystification of the researcher and the researched as objective instruments of data production (must) be replaced by the recognition that the personal involvement is more than dangerous bias - it is the condition under which people come to know each other and to admit others to their lives. (Oakley, 1981, p58)

Stanton identifies some of the characteristics of participatory research, while making clear that there is no one rigid model. He says:

> Participatory research recognises that most research serves the powerful: government over the governed; managements over workers. So its goal is democratic as well as collaborative inquiry. This means the core issue is empowerment; not only people's involvement, but their control. It challenges inequality by supporting people in the creation of their own knowledge; strengthening their abilities and resources. Its rationale is their right to participate actively in processes affecting their lives. Writers on participatory research often see this link between research and action as its characteristic feature. Investigation, analysis, learning and taking action, aren't separate and distinct, but an interrelated whole. Investigation may be initiated by outside researchers, but it should remain anchored in the issues of the community or workplace. (Stanton, 1989, p332)

A series of questions set out by the international Participatory Research Network provide a context for the research work. These are:

Initiation and Control
Who initiates?
Who defines the problem?
Who pays?

Critical Content
What is studied?
Why?
By whom?

Collective Analysis
How is information gathered?

By whom?
How is data analysed?
By whom?

Learning and Skills Developed
What is learned?
Who develops what skills

Uses for Action
How are results disseminated?
Who uses them
How are they used?
Who benefits? (Participatory Research Network, 1982, p42)

The concerns of emancipatory research closely overlap those of participatory research. Emancipatory research is particularly associated with the disabled people's movement. Oliver argues for a different social process for the production of research. He says that disabled people's disillusion with existing disability research led them to develop:

> ...an alternative, emancipatory approach in order to make disability research both more relevant to the lives of disabled people and more influential in improving their material circumstances. The two key fundamentals on which such an approach must be based are empowerment and reciprocity. These fundamentals can be built in by encouraging self-reflection and a deeper understanding of the research situation by the research subjects themselves as well as enabling researchers to identify with their research subjects. (Oliver, 1996, p141)

This has implications for the subject of research as well as for who undertakes it, the role and rights of research participants and how the research is undertaken.

> If the category disability is to be produced in ways different from the individualised, pathological way it is currently produced, then what should be researched is not the disabled people of the positivist and interpretive research paradigms but the disablism ingrained in the individualistic consciousness and institutionalised practices of what is, ultimately, a disablist society. (Oliver, 1996, p143)

The debate about emancipatory research is a dynamic and continuing one. (see, for example, Shakespeare, 1996) Emancipatory research is also linked with 'user-led' or 'user research'. There is now a growing body of such work, from mental health service users, people with learning difficulties and disabled people. (Croft and Beresford, 1993b*) The candidate also locates himself

within this tradition.

The research work has been based on a developing participatory and emancipatory research methodology and research methods.(Croft and Beresford, 1984; Beresford, 1992) Key elements of this have included:

• people involved in the research having a say in the focus and formulation of research (for example: Lister and Beresford, 1991);
• accessing and providing opportunities for the development of discussions of subjects of policy and provision themselves, as well as those of policy makers and providers. (for example: Beresford and Croft, 1986; Beresford and Trevillion, 1995);
• service users' own involvement as researchers (for example: Beresford, 1995);
• research participants having the right to check, change and withdraw information which they have given (for example: Beresford, Green, Lister, Woodard, 1996*);
• research findings being fed back to research participants and their broader constituencies in accessible and appropriate formats (including public exhibitions, leaflets, mailings, short illustrated reports, meetings and presentations, audio tapes for non-readers and people with visual impairments) (for example: Beresford and Croft, 1978; Beresford and Croft, 1993);
• research findings being actively and widely disseminated as a basis for policy and practice development (Beresford and Croft, 1978; Beresford and Croft, 1993).

Different expressions of these concerns can be seen in more detail by reference to particular research publications.

The findings of Beresford and Croft 1978, for example, were fed back to participants and other local people, through coverage in the local and community press; through distribution of an accessible two page summary of the findings and with a local exhibition, located first in a shop front, then in the local public library. They were also used as evidence to a local planning inquiry about the future of the riverfront and informed the campaigning of a local community group, Battersea Redevelopment Action Group.

The project on children in care aimed to pursue:

> research that would have a direct impact on action. Research was seen by the group, not just as a means of discovering information, but also as a way of involving local people in change and recipients of our services in change. By initiating community-based research the group hoped to enable the Social Services Department to respond more effectively to the needs of the community...The group also believed that improvements in

social work practice could best be achieved if practitioners were fully involved with researchers in designing and implementing research into local issues. (Beresford, Kemmis, Tunstill, 1987, p1)

Local social services' staff chose the subject of the research. The research sought their and service users' perspectives on the issue. It included different viewpoints and reported them as such.

The research work's participatory approach has also extended to the way in which research findings have been produced. A series of simply produced reports, pamphlets and discussion papers were published by Battersea Community Action and Open Service Project and widely used by community organisations, practitioners, trainers and service users organisations. (for example, Beresford and Croft, 1980*; Beresford, 1983*; Beresford, 1984*) These not only developed the discussion about participation. Their sales also contributed to meet the costs of continuing the unfunded research work.

The main publication of the project on decentralising social services (Beresford and Croft, 1986) was published by public subscription because it was not possible to raise funds from conventional sources. By making a payment in advance, subscribers received a free copy of the book on publication and were kept in touch with the project, while at the same time making it possible to ensure that the findings were disseminated and retained their independence. The project's findings were also fed back to participants and other local people through a public meeting, local press and radio, a short free illustrated account of the results (Beresford and Croft, 1987), an exhibition held at the local community centre, leaflets, mailings and presentations.

More recently key publications have also been produced in audio-casette form to be accessible for non-readers and people with visual impairments (for example, Beresford and Croft 1993) and produced in simplified form for people with learning difficulties in association with *People First*, the organisation of people with learning difficulties. (Beresford, 1994*)

The project focussing on the welfare state highlights the centrality of the perspective of users of welfare state services in discussions about the future of welfare. (Beresford, 1995) It has supported a wide range of welfare state service users, including people on low income, people with learning difficulties, lone parents and disabled people to carry out their own research, in many cases for the first time. This project has been initiated, planned, controlled, undertaken, analysed and written up by welfare state service users.

The research work has used both qualitative and quantitative research methods consistent with the goals and values of participatory and emancipatory research (for example, Beresford and Croft, 1978; Beresford and Croft, 1997*) It has

been based on individual interviews and group discussions, using questionnaires and more often semi-structured schedules. This has enabling participants to express both 'public' and 'private' opinions. Group discussions have been a central method which has been developed during the course of the research work. As well as making it possible to explore the perspective of particular constituencies, for example people with experience of poverty and users of community care services, it has also enabled the safe exchange, development and synthesis of different perspectives, for example those of carers, service users and professionals. (Beresford and Trevillion, 1995) Group discussions have also been carried out in minority ethnic languages, including Punjabi and Spanish and signing for deaf people, with interpretation and translation to enable exchange between people speaking different languages.

The indications from participatory and emancipatory research methodologies used in the research work are that:

• research subjects, including groups seen as the most disadvantaged and deskilled can do their own research;
• people value being researched by people with shared experience and that this offers new insights;
• such research provides reliable and valid information which offers an effective basis for change;
• it helps to equalise the relationship between researcher and research subject.

6. a critical review of the candidate's development as a researcher over the period of the research

In addition to its interest in citizen participation, the research work grows out of two concerns which have already been mentioned. These have also shaped the candidate's development, both personally and as a researcher. They are a sense of the unhelpful separation of theory from practice and between research and research subjects. A central aim of the researcher has been to explore and challenge these divisions in ways which enhance research without undermining its quality or validity.

In order to do this, the candidate moved in 1977 from a conventional academic setting to one where he could combine local and practical involvement with an academic/research base. In this way he aimed to produce good quality research while ensuring it was rooted in practice and experience and as equal a relationship as possible with research subjects. The shift in research setting to one which involved action as well as research was therefore deliberately made to help connect theory and practice and inform them both. This has been a continuing objective in the candidate's research career although the bases have changed. Academic links and bases have included the London School of

Economics, University of Sussex, University of Brighton and Brunel University. The community and user-led bases have included Battersea Community Action, the Social Services and the Community Action Research Project and Open Services Project. Originally the candidate was involved in community organisations, more recently with service user organisations, notably Survivors Speak Out. This organisation has also developed links and collaborated with the broader disabled people's movement. Over the period of the research work, the candidate has always had a grassroots involvement; and through most of it he has also had an academic link.

This means that the candidate has been actively involved in the issues which have been the subject of study as well as researching them. He has, for example, been involved in campaigning, self-advocacy and the development of user training and research. In doing this he has addressed issues and ideas of research 'balance', 'distance' and 'neutrality'. This approach has required him to learn and develop skills and knowledge in:

- community development and action;
- self-advocacy and self-organisation;
- research methods and methodology;
- the subject areas of research.

The adopted philosophy and strategy for research has proved both feasible and effective. For example, as one review stated:

> (The candidate) generated a research methodology appropriate to a supposedly community-based services by combining an informal 'bottom up' study with a careful design which tested specific hypotheses. (review of Beresford and Croft (1986) *Community Development Journal (1988), vol 23 no 3, p219*

However, it also had its own problems. Because of citizen participation's lower priority on research agendas at the time and the unconventional approach of the research, it was much more difficult to secure funding for it. As a result, initially much of the work was done unfunded, with the researcher unwaged. The particular problems facing user-led initiatives has subsequently been reported. (Barnes and Thompson, 1994) The effects for this research work were to:

- make it more precarious, insecure and difficult to undertake;
- result in the candidate having to live, for a total of over eight years, on poverty level benefits to continue the work. This also led to his use of more and more of the services which were the subject of the research, including income maintenance, housing, mental health and social services.

But this also resulted in:

• further understanding, experience and involvement in the research issues;
• a changed relationship with research subjects;
• the development of innovatory approaches to undertaking research and disseminating its findings. (see section 5).

Since then, however, as the researcher has established a research track record and the credibility of such participatory and emancipatory research has risen, it has been possible to extend and consolidate the research work and develop the research methods and methodology. This has made it possible to carry out national as well as local research projects, while still undertaking studies rooted in localities (for example, Beresford and Trevillion, 1995) The candidate has managed research projects as well as initiating them and supervised research workers. He has developed research collaborations with a wide range of organisations, including the National Institute for Social Work, REU (Race Equality Unit), Universities of Bradford and Loughborough, King's Fund Centre, Social Services Policy Forum and National Council for Voluntary Organisations. Since 1987 he has secured grants of more than £250,000.00 for innovatory research projects on citizen participation from a wide range of funding agencies. (see section 4) His research work continues to be focussed on four key areas:

• poverty
• community care
• the future of welfare
• participation and empowerment

7. a description of the limitations of the research

The research work is seen as a developing and continuing project rather than a completed one. Some of the further work which is in progress is identified in section 4.

There are two additional areas which are particularly seen as requiring development and where this is in progress. These are first, extending its international focus and second developing the discussion around participation in the context of broader debates about democracy and political theory. Let's look at each of these in turn.

1. Extending the international focus of research

The research work has drawn on international experience (for example, Beresford and Croft, 1993); has itself been drawn on in overseas studies and

has been presented internationally at seminars and conferences. The candidate has now also begun to establish links with international disabled people's and service users' organisations. However limited resources have in the past restricted opportunities for international analysis and comparison in the research work. This is now seen as of increasing importance. Participation is high on agendas internationally, as well as nationally. For example, United Nations initiatives on social development and sustainability prioritise it, as do major political changes, like those in Eastern Europe and South Africa. There are diverse and important developments in participation emerging in Europe, North America, the South and the former communist countries. These are linked with different concepts of participation, different cultures, histories and forms of government, all of which are important for the understanding and development of participation. So far the international experience of participation has not been adequately integrated or recorded, reflecting again the isolation and fragmentation of discussion in this field.

The following initiatives are being undertaken to meet this objective:

• with the support of his Department and with finance from the Higher Education Funding Council, the candidate is spending one year to undertake the development process to set up an international centre for research into citizen participation at Brunel University, which he will direct. One of the priorities of the proposed centre is to identify, analyse, compare and connect international experience and knowledge.

• As part of a one year project to be supported by the Higher Education Funding Council finance, to explore collaboration between service users, professionals and their agencies, focussing particularly on the perspective of service users, the candidate is making an initial international comparison of service users' discourses on empowerment and collaboration in Sweden, as a pilot for further research.

• As part of the third phase of the Poverty First Hand project, which is identifying and critically evaluating a range of key new initiatives to involve people with experience of poverty in anti-poverty initiatives, the candidate is exploring initial international contacts in Sweden, Norway, Denmark and Ireland regarding schemes to involve people with experience of poverty in anti-poverty initiatives, as a basis for future international research

• The candidate is seeking funding jointly with Help The Aged and HelpAge International for an international research analysis of older people's perspectives on long term care.

This is related to a further area of work which the candidate hopes to develop in the future: exploring and comparing perspectives of service users

internationally. While there are now European, international and worldwide organisations of disabled people and social care service users, their restricted finances currently impose major obstacles in the way of this work.

2. Participation and political theory

As has been noted, there is a tendency to discuss participation and participatory initiatives in isolation from broader political structures and theory. Such theory is also frequently isolated from the practice of participation. The research work is seeking to address this as follows:

• The candidate has been jointly commissioned by Routledge to write a book: *The Politics Of Participation*, which will explore political and theoretical issues around participation.

• The candidate's department has agreed to fund a research studentship, to be supervised by the candidate, in the field of participation; specifically to explore international experience of and relations between participation in social work and social services and broader debates on participation and democracy. The candidate will be supervising and working with the student appointed.

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Appendix

Peter Beresford and Suzy Croft, (1978; second edition with a new introduction, 1984), *A Say In the Future, Planning, participation and meeting social need,* **London, Battersea Community Action, ISBN 0 906380 00 6, 210pp.**
This study, which is based on a survey of 580 households and an additional survey of young people, explores local people's experience and views of a major local public participation in planning initiative, their views on participation more generally and the issues, needs and problems which they identify locally.

Peter Beresford, (1979), *The Public Presentation Of Vagrancy,* **in Tim Cook, (editor), Vagrancy: Some new perspectives, London, Academic Press, ISBN 0 12 187560 1, pp 141-165**
This chapter critically examines the process by which a social problem, vagrancy, is socially constructed and analyses the conventional non-participatory approach to the production of social policy, in which its subjects and the wider public play little part, highlighting the particular role and relations of the state, media, service agencies and charitable pressure groups in this process.

Peter Beresford, (1982), *Public Participation And The Redefinition of Social Policy,* **in C Jones and J Stevenson, (editors), The Year Book Of Social Policy, London, Routledge, ISBN 0 7100 9083 8, pp 20-41.**
This chapter examines emerging left and social democratic discussions of social policy and social services; their objections to existing state welfare and their interest in participation and explores the idea of participation as the basis for an alternative approach to social services.

Peter Beresford and Suzy Croft, (1984), *Welfare Pluralism: The new face of fabianism,* **Critical Social Policy, Issue 9, Spring, ISSN 0261 0183, pp 19-39..**
By reference to emerging concepts of 'welfare pluralism' and the 'mixed economy of welfare', this article identifies a shift to the right in the fabian consensus which supports and reinforces privatisation and increasing reliance on unpaid 'caring', particularly by women. It develops the argument that the idea of welfare pluralism's development has more to do with fabianism's accommodation to the right than with the right's need for legitimation for its anti-state social policy and ideology.

Suzy Croft and Peter Beresford, (1984), *Patch And Participation: The case for citizen research,* **research monograph, Social Work Today, 17 September, pp 18-24**

This monograph article discusses research on patch based social services, evaluates it in the light of its own participatory principles and reports the lack of information from the perspective of service users, practitioners and local people. It argues for an alternative approach to patch research based on the democratisation of the research process and describes the participatory research project being undertaken by the authors on local perceptions of social services, patch reorganisation and social need in Brighton.

Peter Beresford and Suzy Croft, (1986), *Whose Welfare: Private care or public services*, Brighton, Lewis Cohen Urban Studies Centre at Brighton Polytechnic, ISBN 0 948992 00 X, 384pp.
This book is the main publication of the Social Services and the Community Action Research Project. It reports local people's experience and views of a major participatory initiative in personal social services: patch-based social services, based on policies of decentralisation and 'community care'. Its rationale was to bring services closer to people and increase their say and involvement. The study report people's views and ideas about social services, 'community', 'needs', 'care', accountability and involvement.

Peter Beresford and Suzy Croft, (1987), *Living In Hanover: People and social services*, Brighton, Lewis Cohen Urban Studies Centre at Brighton Polytechnic, ISBN 0 948992 01 8, 18pp
A free short report, illustrated with photographs and cartoons, which feeds back to research participants and other local people and organisations what local people said about social services in the Social Services and Community Action Research Project and provides a contact list.

Peter Beresford, John Kemmis, Jane Tunstill, (1987), *In Care In North Battersea*, Guildford, University of Surrey, 164pp.
This book reports the activities of the North Battersea Research Group, a collaborative group set up in 1977 made up of social services practitioners, academics and member of a local community project (the candidate). The action-research project it initiated looked at why children came into care and why they remained in care. *In Care In North Battersea* puts the research in its broader context, sets out its philosophy and findings and examines subsequent policy and practice locally.

Peter Beresford, (1988), Consumer Views: *Data collection or democracy?*, in I White, M Devenney, R Bhaduri, P Beresford, J Barnes, A Jones, (editors), Hearing The Voice Of The Consumer, London, Policy Studies Institute, ISBN 0 85374 412 2, pp 37-51.
This chapter looks at the rationale for 'hearing the voice of service users', some of the ramifications this has and practical ways in which agencies can pursue this objective. It draws on research projects undertaken by the author and his involvement in participator initiatives. It examines the introduction of

consumerist ideas into discussions about participation in social services and focuses on the democratisation of social services, exploring its implications for the role and nature of social services and issues of individual choice and collective provision.

Suzy Croft and Peter Beresford, (1990a), *Listening To The Voice Of The Consumer: A new model for social services research,* **Convergence, Journal of the International Council for Adult Education, Vol XX111, No 4, Canada, ISSN 0010 8146, pp 62-70**
Taking as its starting point the idea that a democratic model of user involvement demands a more participatory approach to research, this article describes a local research project undertaken by the authors, exploring with older people what loneliness means to them, seeking their analysis of loneliness and their ideas for change, and involving them in the interpretation of what participants said in the project.

Suzy Croft and Peter Beresford, (1990b), *Involving The Poor In Poverty Research,* **Benefits Research, The Bulletin of the Social Fund Project, Issue 5, ISSN 0 954 7355, pp 20-23.**
This article examines a pioneering local authority initiative to involve people with experience of poverty in anti-poverty discourse, the London Claimants Commission, discussing the problems and the wider lessons to be learned from it.

Suzy Croft and Peter Beresford, (1990c), *From Paternalism To Participation: Involving people in social services,* **London, Open Services Project/Joseph Rowntree Foundation, ISBN 1 872470 11 4, 48pp.**
Reports the first national survey of user involvement in statutory and voluntary social services and provides information and guidance for policy and practice on participation in social services based on the experience of more than 80 participatory initiatives in the UK.

Ruth Lister and Peter Beresford, (1991), *Working Together Against Poverty: Involving poor people in action against poverty,* **London, Open Services Project and Department of Applied Social Studies, University of Bradford, ISBN 0 9517554 0 4, 23pp**
The pamphlet reports the first national meeting bringing together anti-poverty professionals and people with direct experience of poverty to discuss the involvement of poor people in anti-poverty action

Suzy Croft and Peter Beresford, (1992), *The Politics Of Participation,* **Critical Social Policy, Autumn, Issue 35, Longman, ISSN 0261 0183 pp 20-44.**
In the context of renewed interest in participation in public and social policy

and its centrality to a number of important social policy and political debates and developments, this article contextualises participation, relates it to its recent history and explores some of the issues it raises and its implications for social policy.

Peter Beresford, (1992), *Researching Citizen Involvement: A collaborative or colonising enterprise?,* **in M Barnes and G Wistow, Researching User Involvement, The Nuffield Institute for Health Services Studies, ISBN 1 871977 50 9, pp 16-32.**
This chapter develops discussion about researching 'user involvement', particularly a participatory approach to research consistent with a democratic model of user involvement. Drawing on two case studies, it examines problems and issue and explores ethical, methodological and practical questions involved and the changed roles and relationships indicated between researcher and research subject.

Peter Beresford and Suzy Croft, (1993), *Citizen Involvement: A practical guide for change,* **Basingstoke, Macmillan, ISBN 0 333 48301 4, 240pp.**
This book provides the first detailed practical guide to participation, based on experience, particularly in the UK, but also from overseas. It explores pioneering developments for participation and empowerment across a wide range of policies and services. While its emphasis is practical, it relates this to the underlying principles, politics and philosophy of participation, providing guidelines for participatory policy and practice for service users, citizens' organisations, workers and policy makers

Peter Beresford and Jane Campbell, (1994), *Disabled People, Service Users, User Involvement And Representation,* **Disability And Society, 1994, Vol 9, No 3, ISSN 0968 7599, pp 315-325.**
The issue of the 'representativeness' of disabled people and users of social care service users has become central in debates about user involvement. This article examines this emphasis on representation; explores its origins and effects; identifies the different meanings attached to 'representation' by service producers and service users and looks at its relation with the competing participatory and representative models and practices of democracy employed by disabled people's organisations and service producers.

Suzy Croft and Peter Beresford, (1995), *Whose Empowerment? Equalising the competing discourses in community care,* **in R Jacks, (editor), Empowerment In Community Care, Chapman and Hall, ISBN 0 412 59880 9, pp 59-73.**
This chapter critically examines the social construction of the developing debate about empowerment; explores its relation with discussions and developments around 'user involvement' and identifies two competing

discourses: of service producers and service users. The first is closely associated with the existing service system and professional interests; the second is essentially concerned with liberation. The chapter examines the obstacles facing the debate about empowerment and ways forward.

Peter Beresford, (1995), *Voices From The Sharp End: Service users and the future of the welfare state,* **Community Care, 6-11 January 1995, pp 20-21.**
This article introduces a two year participatory research project to gather and report the ideas and proposals of welfare state service users for the future of welfare

Peter Beresford and Steve Trevillion, (1995), *Developing Skills For Community Care: A collaborative Approach,* **Aldershot, Arena, ISBN,1 85742 237 6, 163pp**
This book which is based on a research and development project which involved service users, carers, practitioners and managers, offers a model for a collaborative approach to developing skills for community care, to enable health and welfare agencies and practitioners to work in a more participatory way.

Peter Beresford and Suzy Croft, (1995a), *Time For A New Approach To Anti-Poverty Campaigning?,* **Poverty, Journal of the Child Poverty Action Group, Spring, No 90, ISSN 0 0032 5856, pp 12-14.**
This article examines current approaches to anti-poverty campaigning and explores the case for a different approach based on the participation of people with direct experience of poverty.

Peter Beresford and Suzy Croft, (1995b), *It's Our Problem Too!: Challenging the exclusion of poor people from poverty discourse,* **Critical Social Policy, Winter, Longman, ISSN 0261 0183, pp 75-95.**
Poverty discourse is characterised by the exclusion of people with experience of poverty and this has shaped the nature both of debate and of policy responses. This article looks at the reasons for this exclusion, the effects it has had and makes the case for an inclusive poverty discourse as the basis for the reconceptualisation of poverty and the development of more effective strategies to deal with it.

Peter Beresford and David A Green, (1996), *Income and Wealth: An opportunity to reassess the UK poverty debate?,* **Critical Social Policy, Spring (February), Sage, ISSN 0261 0183, pp 95-109.**
This article focuses on the major Joseph Rowntree Foundation inquiry into poverty and the political and press response to it, exploring their role in and

implications for poverty debate and policy and for anti-poverty action.