

Queensland Advocacy Incorporated

Annual Report 1999-2000

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Management Committee 1999-2000

President	Nigel Webb
Vice-President	Michael Duggan
Secretary	David Swift
Treasurer	Donna Best
Member	Douglas Eldridge
Member	Bernadette Scalora
Member	Margaret Schroder

QAI dedicates its 1999-2000 Annual Report to the memory of Jenny Fitzgerald in celebration of her life so richly lived and freely given to the promotion of justice and harmony for all creation. Jenny Fitzgerald 1959-2000.

On the 7th September 2000, Jenny Fitzgerald, author of QAI's book *Include Me In*, died of cancer. Her long battle with cancer was undertaken with the same calmness, courage and dignity with which she lived her life. Of the many hundreds of people who came to know and love Jenny, the members of QAI were fortunate enough to experience her amazing strength, deep spirituality and vigorous intellect at first hand. Jenny used all three qualities to promote, protect and defend the most vulnerable people with disability in Queensland, through her gifted writing. Jenny, who was specifically employed to write *Include Me In*, went on to lay the foundations of QAI's Bioethics Project before she left QAI in 1997.

The staff, management committee, members and allies of QAI extend their wishes, love and respects to Marcus, Ajit and Krishna, Paul and their community, and thank them for their courage and devotion to Jenny.

Human rights exist to protect the very essence of what it is to be human. What is this essential humanity? It is an intrinsic dignity which lies deeply embedded in the human condition. Perhaps we can see this essential humanity as a spark of light within each person – protected from wind and carefully fanned, this spark catches fire and burns intensely; unprotected, it is in danger of being extinguished. This spark needs an environment in which it can be protected ... and nurtured by a celebration of human dignity. (*Include Me In*, p.11)

Introduction

This Annual Report covers the period from 1 July 1999 until 30 June 2000. It describes in detail the efforts of QAI to be a strong and effective systems advocacy organisation, committed to its mission of promoting, protecting and defending, through advocacy, the fundamental needs and rights and lives of the most vulnerable people with disability in Queensland.

QAI's Mission and Objectives

QAI's mission is:

"To promote, protect and defend, through advocacy, the fundamental needs and rights and lives of the most vulnerable people with disability in Queensland".

QAI's objectives are:

1. To affirm and put first people with disability in Queensland;
2. To undertake systems advocacy that strives to promote, protect and defend the fundamental needs and rights and lives of the most vulnerable people with disability in Queensland;
3. To undertake legal advocacy that strives to promote, protect and defend the fundamental needs and rights and lives of the most vulnerable people with disability in Queensland;
4. To take an active leadership role in advocating for the fundamental needs and rights and lives of the most vulnerable people with disability in Queensland;
5. To support, promote and protect the development of advocacy initiatives for the most vulnerable people with disability in Queensland;
6. To be accountable to the most vulnerable people with disability in Queensland;
7. To conduct an efficient and accountable organization; and
8. To adhere to and constantly reaffirm the following beliefs and principles:
 - ❖ All human life has intrinsic dignity and worth;
 - ❖ People with disability must positively and actively be accorded worth, dignity, meaning and purpose through being included in and with their community;

- ❖ Social Advocacy is functioning (speaking, acting, writing) with minimum conflict of interest on behalf of the sincerely perceived interests of a person or group, in order to promote, protect and defend the welfare of, and justice for, either individuals or groups, in a fashion which strives to be emphatic and vigorous and is likely to be 'costly' to the actor in terms of:
 - time or other resources;
 - emotional stress;
 - bodily demands;
 - social opprobrium, rejection, ridicule;
 - self-esteem, self certainty;
 - socio-economic security, livelihood; and
 - physical safety, life.

The essential elements of Social Advocacy are:

- strict partiality;
- minimal conflict of interest;
- emphasis on fundamental needs and issues;
- vigorous action;
- cost to the advocate;
- fidelity; and
- being mindful of the most vulnerable person.

- ❖ Systems advocacy is a particular form of advocacy that focuses on influencing and changing 'the system' (that is, the whole of society and the various systems operating within) in ways that will benefit people with disability as a group within society. Systems advocacy includes, but is not limited to, policy and law reform activities.



President's Report - Nigel Webb

This report was presented to the Annual General Meeting of QAI on 21 October 2000.

I am delighted to welcome everyone to the thirteenth Annual General Meeting (AGM) of Queensland Advocacy Incorporated (QAI).

This is my second year as President of QAI and it is my privilege to present the thirteenth Annual Report, my second to the members and friends of QAI. What a demanding challenge and wonderful opportunity it has been for me to have played a part in the leadership of such a dynamic professional organization, where people with disability are always put first.

The 1999-2000 year has been QAI's coming of age - the teenage years if you will - the organisation is old enough to take an active leadership role for the 'most vulnerable' Queenslanders with disability. QAI is still young enough, however, to be innovative, creative and determined to see a positive future for many Queenslanders who at present do not enjoy many of the fundamental life needs many of us take for granted. QAI continues to operate well in an extraordinary environment of internal and external pressures. Examples of this ever-changing environment are the continuing organisational restructure and the opportunities arising from the implementation of the current Government's policy commitment to address the 'history of neglect' of people with disability. These are just two important issues that QAI dealt with in the past year.

QAI maintains a very professional profile in all areas of our work: the Community Living project, for example - the trip out west was a huge success and one which will be repeated in the coming year. The Law project from QAI's beginnings has generated a continuing demand. A highlight would be the introduction of the Guardianship and Administration legislation and subsequent establishment of the Tribunal, and the Public Advocate. QAI has made a significant contribution to the issues of Guardianship for people with impaired decision-making capacity and will continue monitoring progressive developments. The Bioethics project has addressed issues of health and well-being as well as genetic futures along with plenty of reading, writing and speaking in preparation for future activities. This is only a thumbnail sketch of QAI's work

THANK YOU

QAI is very much a team effort. There are so many people who give of themselves willingly and tirelessly to make the QAI experience a rewarding one for everyone involved. We can only hope that all who gave of themselves with such enthusiasm are aware how important your contribution is to our mission.

The QAI Management Committee is a remarkable group of people whose long-standing commitment may never be fully recognized. Doug Eldridge, Marg Schroder, David Swift, Mike Duggan, Donna Best and Bernadette Scalora have given so much of themselves and have also learned so much while guiding QAI towards its goal. I would like to thank each of my colleagues for their ongoing support especially during the tough times when the important decisions are usually the hardest to make.

One member of the committee, Marg Schroder resigned in May 2000 for health reasons. Marg's involvement has been over many years and is highly regarded by all at QAI.

STAFF CHANGES

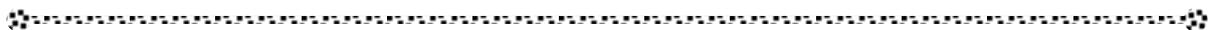
A few staff changes have taken place during the year. Kathleen Dare, our Legal Advocacy Development worker, took maternity leave then extended leave without pay. Sharyn Pacey the Office Administrator left in March after four years service to pursue personal interests. Committee and staff held gatherings to acknowledge Sharyn's tremendous efforts and we are still missing her valuable contribution to QAI. Kim Moody was selected as new Office Administrator and commenced in early April during the planning days. Kim began getting QAI ready for GST compliance and implementation. This work was timely and much needed software upgrades improve QAI's resources. Unfortunately Kim resigned this position in late August for personal reasons. This provides QAI with the opportunity to consider a restructure of the position to best meet needs into the future. QAI thanks Kim for her efforts.

ANNUAL FUND COMMITTEE CHAIRPERSON

Finally, I would like to acknowledge the work of our annual fund chairperson Steve Bennett and his company Deacons for their support of Steve's involvement. Steve built upon the progress made by Sean Reidy and certainly took on Sean's philosophy that "from little things big things grow". The committee managed to increase its income generation by almost 100% totalling \$8,045. This income was primarily generated from QAI's annual breakfast. This money contributed to QAI's work in the Bioethics project. We would like to thank the following people for significantly contributing to the Annual Fund Appeal 1999:

Justice Margaret McMurdo; Robert McBean, Bain Gasteen; Mark Orchard & Assoc.; Geoff O'Driscoll, Rees R & Sydney Jones; John Cockburn, Gilshenan & Luton; Stephanie Tonkin; Kiernan Dorney; Elizabeth Hall; Dunhill Madden Butler; Nigel Webb; James Douglas; Daniel O'Connor, Bar Association of Qld; Robert Reed, Minter Ellison; Ron Stannard.

Thank you
Nigel Webb



Treasurer's Report - Donna Best

I take great pleasure in presenting the financial report for QAI to its members for the financial year 1999-2000. QAI's audited financial statements were prepared by Hayward, Gesch & Dorge Chartered Accountants and are attached at Appendix A of this report.

In 1999-2000 QAI received one-off funding from the Gaming Machine Community Benefit Fund (phone system) and Jupiters Casino Community Benefit Fund (photocopier). Additionally, I would like to thank the Brisbane City Council for waiving the room hire for the Juggling Realities Forum.

The Queenslanders with Disability Network (QDN) received funding from Disability Services Queensland (DSQ). QAI and QDN have entered into an auspice agreement for 2000-2001.

QAI's expenditure in 1999-2000 was in excess of its grant received from Department of Health and Family Services. The deficit was covered from one off grants from Department of Families Youth & Community Care, Jupiters Casino Community Benefit Fund, Gaming Machine Community Benefit Fund and QAI's Annual Fund Appeal and accumulated funds.

INCOME

In the past financial year, QAI received our recurrent operating grant from the Commonwealth Department of Family and Community Services. Total Grant Funds available to QAI in 1999-2000 were as follows:

QAI Grant (DFCS)	\$ 324701.00
Gaming Machine Community Benefit Fund	\$ 12835.00
Jupiters Casino Community Benefit Fund	\$ 12439.00
Juggling Realities Forum (DFYCC)	\$ 4000.00
TOTAL	\$ 353975.00

In addition to the grants, QAI received income from the following sources:

Auspice Fee	\$ 8375.00
Interest	\$ 2646.31
Membership & Donations	\$ 8895.00
Sundry	\$ 3265.58
Fundraising initiative	\$ 6800.00
TOTAL	\$ 29981.89

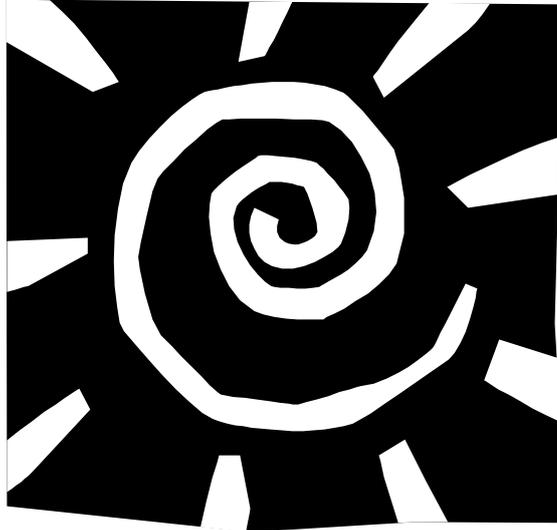
EXPENDITURE

The *Statement of Income & Expenditure* prepared by QAI's auditor details the combined expenses incurred by all the projects throughout the year.

Major expenses for the year were:

Consultancy	\$ 14675.80
Postage Printing & Stationery	\$ 6058.44
Office Occupancy Costs	\$ 36568.68
Salaries	\$220682.93
Travel & Conferences	\$ 10003.12

I would like to thank all the staff for their support during 1999-2000 and Peter Gesch from Hayward, Gesch & Dorge Chartered Accountants for auditing QAI's books and for his helpful advice throughout the year.



QAI Organisation

QAI is an incorporated association with members and a management committee. QAI must abide by its rules of association and certain regulations set out by the State. These require that:

- restrictions be placed on the activities that an incorporated association can carry out;
- an annual meeting for members must be held every year and the QAI committee must meet at least every month;
- proper records of members and minutes must be kept; and
- the accounts of the association must be open to public scrutiny and audited annually.

Members

QAI has a membership of 489 individuals, not all of whom are currently financial. Members are asked to join QAI because they endorse the organisation's values and principles and believe in QAI's Mission and Objectives. During the past year members have supported QAI's work by:

- paying a membership fee and electing a committee at the Annual General Meeting on 18 September 1999;
- assisting in the work of the organisation by participating in sub-committees and in campaigns on issues;
- participating in workshops with committee and staff to increase the understanding and application of QAI's philosophical base;

- assisting QAI to be accountable by attending the presentation describing QAI's work at the AGM and by reading the Annual Report and subsequently questioning and commenting on some of QAI's actions;
- becoming informed about QAI's policies and work and talking about QAI to family, friends, neighbours - thus raising the profile of the most vulnerable people with disability and their issues;
- recruiting new members to add to the voice of people supporting QAI's values and work; and
- keeping QAI informed about happenings in local communities, by sending in newspaper articles for example, and by contacting QAI staff and committee and discussing situations with them.

Members of QAI do not receive any special services from QAI. However, QAI has endeavoured to keep members informed of the issues via the Newsletter and Annual Report. Four editions of the Queensland Advocacy Incorporated *Newsletter* were produced in 1999-2000 and sent to individuals and organisations. The newsletter is also available on the QAI website. Audio tapes were available to those members who requested them.

Management Committee

There were seven people elected to the management committee at the AGM on 18 September 1999. One member resigned during the year. Committee members attended and participated in numerous meetings and workshops throughout the year.

The committee and staff met twelve times for formal management meetings. Four special meetings of the management committee were held to discuss budget and goal implementation progress. An induction workshop and two committee development workshops were held for the new committee. Planning meetings for 2000-2001 attended by staff and committee resulted in revised goals and objectives for the 2000-2001 operational plan.

In addition to formal meetings of the committee, various sub-committees consisting of staff and the management committee met regularly throughout the year to discuss issues and undertake any planning around these issues. These included: policy sub-committee (12 meetings), AGM sub-committee (4 meetings), finance sub-committee (3 meetings).

Staff and committee members attended various workshops throughout the year. These included: management committee development workshops (2), planning workshops (2).

QAI's President met at least fortnightly with the Director, to deal with any issues that came up in between meetings of the committee, to discuss and sign correspondence and to set agendas for meetings. Other staff met with the committee at least three times to discuss issues relevant to their particular projects. The Treasurer met fortnightly with the Administrator to authorise payments, sign cheques and check budgets.

The director met with the Department of Family and Community Services senior management and project officers in the past year to discuss funding issues, current

work of QAI and the implementation of Commonwealth Advocacy Program Review recommendations.

The committee was informed about the work of staff via monthly written and oral reports from each staff person and by informal meetings with staff at the office. Staff reports were discussed in some detail at committee meetings.

Committee members also took part in reference groups and in organising events around QAI's work. Committee members also participated and attended consultations such as those relating to the Commonwealth Advocacy Program Review, the Disability Services Queensland (DSQ) five year plan, the Department of Housing review of the implementation of 'House To Come Home To' policy document.

Staff at 30 June 2000

Full-time staff

Director

Kevin Cocks

Administrator

Kim Moody

Part-time staff

Systems advocacy worker (9 days/fortnight)

Christine Douglas

Bioethics Systems advocacy worker (3.5 days/week)

David Turnbull

Individual legal advocacy worker (2 days/week) &

Legal advocacy development project worker

(2 days/week)

John Stannard

Legal advocacy development project consultant

(1 day/week)

Mary Kenny

Resource Worker

(22 hours /week)

Julie Granger

Resource Worker

(8 hours/week)

Bobby Noone

Funding

QAI continued to be funded by the Department of Family and Community Services (DFCS).

Apart from interest from investment of funds, book sales, donations and membership fees, in 1999-2000 QAI raised additional income through grants and the Annual Fund.

Complaints about QAI

No formal complaints against QAI were received during 1999/00.

In 1994-1995 a commitment was made by the committee that an independent person would examine the operation and outcomes of the QAI Complaints System each year, after the Annual General Meeting. The independent person who was appointed to examine the Complaints System after the AGM in September 1999 was Lex

Weddell who will be asked to continue this function after the AGM in September 1999.

Planning, Review and Evaluation

Goals and directions were reviewed during our operational planning workshop for 2000-2001. The focus of QAI's work for the next year is set around the following goals:

Goal 1: To advocate for systems and practices that eliminate the abuse and oppression of, and enable opportunities and relationships for, people with disability.

Goal 2: To take an active leadership role in the development of social advocacy

Goal 3: To actively promote the provision of appropriate individual legal advocacy

Goal 4: To pursue our advocacy goals, QAI will conduct an efficient and accountable organisation

Staff Performance Appraisals were carried out in April/May 2000, involving all staff meeting with Director to evaluate performance and identify training needs or external supervision requirements where appropriate. The Directors, performance appraisal was conducted by the committee and an independent human resource/organisational consultant.

Queenslanders with Disability Network (QDN)

This new network was successful in receiving recurrent funding from the Queensland Department of Families, Youth and Community Care. The network is auspiced by QAI and is located in QAI's offices.

Queenslanders with Disability Network (QDN) Update September 2000

Under the auspice of QAI, Queenslanders with Disability Network (QDN) began operations in September of 1999 with the hiring of consultant Marco Ramirez to establish the office and prepare for the hiring of staff. Since this time much has happened with the 'finding' of people with disability to come together and build links and to work toward the three phase developmental plan.

The Developmental Plan

Stage One

To consult with and inform people with disability in Queensland about the Queenslanders With Disability Network

Stage Two

To establish the organisation and develop consultation mechanisms with Department Families Youth and Community Care

Stage Three

Provide a vehicle through which people with disability can share information and contribute in a meaningful way to the processes that ultimately affect their own lives

There has been a steady stream of achievements in the work of connecting people from all over Queensland this year. These milestones have included:

- **The hiring of staff** in Brisbane and Townsville, with Russell Flynn (Coordinator, Brisbane), Karin Swift (Network Support Worker, Brisbane), Bobby Noone (Administrative Support, Brisbane), Ann Greer (Network Development Consultant, Townsville) and Lorraine Pearson (Bookkeeper, Brisbane) all working part-time for QDN;
- **Dissemination of information** about QDN throughout Queensland via various means;
- **Face to face gatherings** in local communities - talking directly with people with local knowledge, networks and contacts;
- **Meeting with and enlisting the support of other knowledgeable people and allies** - people whose experiences of networks and social activism have been informative and supportive of the directions taken by the Interim Steering Committee;
- **Direct contact with people with disability** in person or via telephone from all over Queensland;
- **Targeting and informing specific, visible people** - people whose values and understanding of citizenship and people with disability are in line with QDN's;
- **'Going regional'** - making contacts, spreading the network and hiring consultants in North and Central Queensland to progress the network development;
- **Bringing people with disability together** - people from Brisbane, Gold Coast, Sunshine Coast, Darling Downs, Central and North Queensland - to talk further about QDN, its values and aims. One of the most visible milestones for QDN this year was the 'Seeking A Voice' gathering in Brisbane in June. People with disability came together to meet, link and advance the core statement of values;
- **Learning and consolidating** - planning for 2000-2001 and moving into the second phase of the network's development;
- **Clarifying** and sharing the values that underpin QDN with people with disability and their allies;
- **Being clear** about QDN's priorities, resources and capabilities; and
- **Being clear** about NOT being a peak body.

The Outcomes for QDN so far...

A solid base of supporters, allies and network participants (currently 700),
Connectivity with people with disability throughout Queensland who support the values and aims of QDN,
Relationships with a range of individuals and groups,
A sense of energy and vitality for the network,
An endorsement of the values, direction and validity of QDN,
Stability in organisational direction and operation though accountable, competent, collective and consultative management, and
Credibility through clarity and congruence with the stated values, purpose and plan of QDN.

In this first year of operation, QDN has progressed its organisational aims in a considered and dynamic way. Regularly monitoring and evaluating the activities and expectations of the group against the strategic plan and adjusting accordingly, has ensured that QDN has moved toward the second phase of the Developmental Plan with:

- ✓ **People with disability ‘on board’** and supportive of the network;
- ✓ **Clarity** over the values that bring people together;
- ✓ **The aim of developing a culture** of mutual respect and support;
- ✓ **The support of allies** and an understanding of QDN’s vision and values;
- ✓ **Links** with government and community groups, networks and organizations;
- ✓ **An emerging profile** based on the validity of a network of, by and for people with disability, the stated values and aims of the group, the actions and practices of the group to include all people with disability;
- ✓ **Stability** through an understanding of the core values, aims and direction; and
- ✓ **Credibility** through the congruence of action and rhetoric.

2000-2001: Planning, prioritising and people

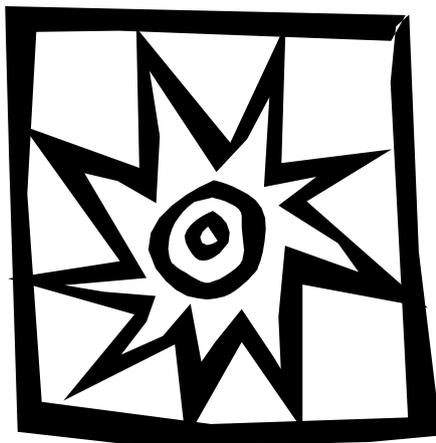
Following the ‘Seeking A Voice’ gathering in June, QDN was involved in a process of review and priority setting for 2000-2001. The feedback from participants at the gathering, and from other network participants, has informed much of this planning and discussion around the direction of QDN. At the core of priority setting for QDN has been:

- telling more people about QDN;
- developing an organisational structure and processes to govern QDN; and
- developing a framework to identify and prioritise issues and to put the network to work

Another state-wide gathering is planned in November 2000. At this gathering QDN aims to consolidate and explore ways of putting the network to work. Until then, much work will be done to further develop this network to become a vital and credible vehicle for the voice of people with disability in Queensland.

Russell Flynn

Network Coordinator and Development Worker



Director's Report - Kevin Cocks

I have great pleasure in delivering my second Annual Report as Director of QAI. First I would like to acknowledge the support, work and energy of the Management Committee, particularly the President, Nigel Webb. Second, I would like to acknowledge and thank all staff members for their dedication and tireless efforts to carry out the work of QAI over the past year.

QAI's work has been strengthened by the support of many people outside of the organisation. First I would like to thank people with disability and their families and friends who continue to hold a dream for a better life for all people with disability. Second, the Combined Advocacy Group of Queensland (CAGQ) members, the members of the Advocacy Development Network (ADN), and other allies too numerous to identify.

There seems to be increasing confusion of the concept of 'social advocacy' and I thought it important to reflect briefly on QAI's understanding of social advocacy as opposed to 'things' or 'activities' that are *called* advocacy.

QAI works within a social advocacy framework. It focuses on social, political and economic systems. These systems have the potential for both positive and negative impacts on the lives of people with disability. In Queensland (and Australia) these systems are also located within a broader, global, context. Social advocacy is driven by principles that guide our advocacy and values that view "all human beings as equally important, unique and of intrinsic value." The human condition is such that societies tend to devalue those who do not fit within their models of perfection. These groups, including people with disability, are socially marginalised. As an organisation QAI seeks to bring about a common vision where all human beings are equally valued and treated accordingly.

This places QAI as a significant and unique organisation in the context of an array of complex specialised human service providers. Historically and currently, human

service providers have generally perceived their role as providing the basic needs (food, clothing, shelter, and basic health issues) to people with disabilities. Social advocacy is about much more than food, shelter and clothing. Social advocacy is also about having a vision or worldview about how all vulnerable/marginalised people participate in the social, economic, political, cultural and spiritual aspects of their society.

Human services have acted, sometimes unwittingly, the role of social gatekeeper 'protecting' broader society from having to be concerned with the many complex issues faced by people with disabilities and their families. QAI believes this form of 'protection' has contributed significantly to the concept of disability being a personal/private *problem* as opposed to disability being a matter of social/public *interest*.

QAI believes that if you protect, promote and defend the lives of the most vulnerable then you build a better world for everyone. QAI's advocacy focuses on building a society which is caring, tolerant of difference that shares its wealth, that protects its vulnerable citizens and values all human beings, a civilised society. If we as a society are going to truly pursue the dream of a civil society, then it is only proper that some of the most vulnerable members of this society have strong vigorous social advocacy.

The issue of disability and the experience of people with disabilities have been given little consideration in the history of Australian social, political and economic development. It is well documented that people with disabilities were feared and incarcerated in the earliest history of Australia. With the evolution of professionalism in Australia, marginalisation of people with disabilities in the broader social, political and economic contexts continued. Only in the discipline of medicine has disability been awarded a place of status. Unfortunately reducing people with disabilities to being a 'medical problem' has been counterproductive to people with disabilities having full lives. This 'medicalisation' has resulted in people being seen as 'victims', 'burdens', 'deficient', 'unproductive', 'a blight on society'. It has continued the marginalisation of people with a disability in our society.

Sadly this ethos is alive and well today in many aspects of people with disabilities' lives. Nowhere is it more evident than in the private 'hostel/boarding house sector'. This has been one of QAI's major advocacy efforts this year. The hostel campaign commenced for QAI as a result of a number of issues raised with us by SUFY and Sunshine Coast Citizen Advocacy. Both SUFY and SCCA worked collaboratively with QAI and contributed significantly to the campaign. QAI thanks the staff and committees of both organisations for their dedication and commitment to working collaboratively on such an important issue.

Why was advocacy necessary around people with a disability living in hostels? First and foremost it was required to compel governments to stop vulnerable people with disability being inappropriately placed in hostels and to commence a well-conceived plan to de-institutionalise those people who have been inappropriately placed and abandoned.

Secondly, it was essential to stop the root causes of the unbridled systemic practices that facilitate people with disability being abused and neglected daily and being denied fundamental human rights and needs.

QAI has established that since 1977 there have been at least eleven government working party groups, reports, internal investigation units, ministerial taskforces, law reform recommendations, boarding house support projects, as well as the Burdekin Report and the establishment of the Hostel Industry Development Unit (HIDU). All these reports have identified systemic abuses including deprivation of liberty, sexual, physical, financial and emotional abuse. Of these, seven recommended regulation of the hostel industry.

The last attempt at regulation was in 1990 where a discussion paper was produced by the then Minister Ken McElligott called: *Hostels Options to Managing - the Establishment and Operation of Hostels Accommodation for the Aged and Disabled in Queensland*. This discussion paper, complete with draft recommendations for the regulation of boarding houses and hostels, was quashed.

QAI's core message to governments and members of society in general:

Governments and the community will fail to address the issues of systemic abuse and neglect if it focuses merely on upgrading the hostel industry. The focus has to be on the people, the most vulnerable people in our society.

We welcome regulation. However, regulation is a lower level strategy and only one of many mechanisms for achieving the assurance of high standards and safeguards for people who live in hostels. At this very point in time, hostel tenants do not have any tenancy rights; they have no rights at all. The majority sit and waste their lives away in the hostels.

To focus on the needs of the people living in hostels, the governments and concerned citizens need to address the following primary questions:

- Who are the people living in hostels?
- What is their current situation?
- What are their needs?
- How can their needs be met?

Only after these questions have been answered will we be in the position to answer:

- What roles do all levels of government play?
- What role does the community play?
- What role does the disability services sector play?
- What role does/can the hostel industry play?

Outcomes from QAI's Advocacy to date:

- Greater community awareness of how vulnerable people with a disability are being treated in Queensland,
- Extensive State and National media coverage, over 151 media reports from March through to June (radio, newspaper and television), 2 unprecedented editorials in the *Courier Mail*,
- Placing the issues of systemic abuse and neglect occurring in the hostel sector on the political agenda,

- A taskforce established to advise the premier and cabinet on how to address the current situation,
- A discrete commitment of \$400,000 to fund a community connections program (which will focus on working with people in hostels) announced in the state budget,
- People with a disability living in hostels to have access to individual support packages through the priority funding panel processes,
- An 'in principle' commitment from the premier and cabinet to regulate the hostel and boarding house industry,
- Police investigations into a series of allegations of assault and abuse arising through the campaign,
- That people with a disability have a 'price on their head' or 'trading in people' has been exposed,
- Strategic alliances made with many community groups concerned with the issues raised in the campaign (primarily groups outside of the disability sector).

QAI will continue to advocate around people with a disability living in the hostel system. This campaign is a clear example of the need for 'social advocacy' groups and QAI to continue to speak out, act, and write about the lives of people with a disability with minimum conflict of interest on behalf of the sincerely perceived interests of this group of people, in order to promote, protect and defend the welfare of, and justice for, either individuals or groups, in a fashion which strives to be emphatic and vigorous and/or which is actually, or very likely to be, 'costly' to the advocates.

Advocacy Development and Support

During 1999-2000 QAI advocacy development and support remained an area of priority for QAI. This work came within the role of QAI Director, Kevin Cocks, though a number of other staff assisted with different tasks.

Information on Advocacy

QAI received numerous requests for information on advocacy. These requests came from people with a disability, family or friends of people with a disability, direct service workers and students. The information provided was mainly drawn from the advocacy information sheets produced by the Action for Advocacy Development and the chapter on advocacy in QAI's book *Include Me In*. This information was made available free of charge.

National Advocacy Alliances

Members are aware that QAI has been an active member of the Australian Advocacy Network (AAN) and this past year has been no different. The main area of work undertaken by AAN was around the implementation of the National Advocacy Program Review recommendations.

QAI along with many advocacy groups around Australia were very concerned on just how the recommendations were to proceed and be interpreted. To this end AAN and individual advocacy groups participated in workshops focusing on the specifics of each recommendation.

Advocacy Development Network

QAI has continued to participate in the support of the Advocacy Development Network (ADN) throughout the year. QAI has also referred ADN to government and community agencies/groups who were seeking information/education on the concept of social advocacy. QAI's director has worked collaboratively with the convener of ADN in identifying and developing opportunities to present advocacy workshops to the Department of Housing's 'Disability Division'. Kevin Cocks has also been participating in the ADN's focus group which is charged with supporting the convener of the Network to implement their operational plan.

In Queensland QAI worked with ADN to develop a discussion paper on 'Performance Indicators' also QAI contributed to the 'Advocacy Framework' discussion paper.

Community Living Project – Christine Douglas

Planning and action around the Community Living Project during the latter half of this year shifted in the concentration from government and bureaucratic processes to engaging more with people with disability and families. After an intense period of endeavouring to monitor and influence the pre and post setting-up phases of the new Disability Services Agency it was time for QAI to refocus. Although deemed to be a necessary and strategic line of involvement, such targeted concentration on government placed us in a predominantly reactive mode with the strong potential to draw us away from QAI's core business: the fundamental needs and rights and lives of people with disability.

Three initiatives that reflected this change in emphasis and which dominated QAI's work in this area were the Hostels Campaign (covered elsewhere in this report), the formation of the Combined Action Group and QAI's extensive trip out west in December 1999.

The Combined Action Group (CAG)

The conscious and unconscious failure of service systems to adequately meet the needs of people with disability and families has always been a major concern of QAI. When a number of families simultaneously approached QAI with complaints and concerns about services that were not only failing to meet the support needs of their sons/daughters, brothers/sisters, but actively working against them, it was decided that it would be useful to bring these families together. A core group was set up to establish a framework for action and has been in operation since November 1999. A successful wider meeting was held in May 2000 that brought QAI into contact with a significant number of new people with disability and families. As a result of that meeting two working groups were established: one with the mandate to organise and

implement three story-writing workshops; the second to conduct a state-wide phone-in to gauge the length and breadth of the issues. Both these working groups remain in the planning stages and have fallen behind target due to the enormous workload precipitated by the Hostels campaign. The information and issues that emerge from this group will be fed into QAI's Action Forum 2001. Anyone interested in being part of this group is encouraged to ring QAI.

Travelling Advocacy Project (Trip Out West)

QAI's venture out west in December 1999 was prompted by the need amongst others to increase QAI's communication with people with disability, families and others in rural areas. QAI was also interested in gathering stories to build a more comprehensive and accurate picture of the life experiences of people with disability and their families living in rural and remote areas to inform QAI's systems advocacy work. In keeping with QAI's organisational goal and our belief that enabling systems and practices are largely, if not entirely absent, from the lives of people with disability and families, QAI conducted a series of focus group meetings in Toowoomba, Gatton, Dalby, Tara, Chinchilla, Roma, Mitchell, Charleville, Cunnamulla and St George. The trip marked the beginnings of important and historical connections with people of western Queensland and provided us with a wealth of information upon which to build a convincing analysis. A full report is now available upon request. QAI is planning to return out west October/November 2000 to extend its relationship with and knowledge of the people and the area and the particular issues and concerns that characterise their lives. As with the CAG Project all information and findings will inform QAI's Action Forum 2001. Needless to say also the project called for months of preparation and follow through.

Closure of Institutions

QAI's long-standing commitment to the closure of inappropriate life settings for people with disability continued, albeit at an indirect and much reduced level. In March of this year QAI made representation before Judge Carter who had been appointed to conduct a review of the Criminal Justice Commission's Basil Stafford Inquiry recommendations. The essence of QAI's submission lay in the following facts:

- ❖ the major recommendation of the inquiry - that Basil Stafford ought to be closed - had not and would not be implemented by government;
- ❖ the recommendation calling for individual advocacy for the residents had been ignored; and
- ❖ three more residents had died at the centre since the inquiry.

QAI acknowledged that work had been done around a number of other recommendations but they were of comparatively lesser importance and not the focus of QAI's advocacy.

Approaches and inquiries continue to be made by QAI to Disability Services Queensland and Queensland Health about the current and future circumstances of people with intellectual and multiple disability living in Mental Health Services in Queensland (eg in units at Baillie Henderson and Rockhampton Hospitals and the Halwyl Centre).

While at a principle level there is recognition of the inappropriateness and insufficiency of response to these vulnerable people by both departments, the practice level continues to be bogged down by lack of resources and rules of engagement between the two departments. Frustrated by past and current experiences of such ineffective and inexcusable interdepartmental dynamics QAI made a submission to Queensland Health's *Guidelines for Collaboration between Mental Health Services (DSQ, Funded Disability Service Providers)* in April 2000.

Community Coalition

In last year's Annual Report reference was made to a newly formed *Community Coalition* whose activities would be reported in this report. QAI played a leading co-ordination role in bringing this group together for the purposes of "making sense" of the myriad of changes and developments occurring in the lead up to and following the introduction of, Disability Services Queensland. However QAI also indicated that it did not have the resources to be the sole generator of the coalition and that a shared approach was required. After two meetings of the *Community Coalition*, a useful mapping day and a mailout to interested members it was clear that, for whatever reasons, the wider sector did not have the capacity to keep it afloat. In keeping with QAI's earlier decision we elected not to pursue this strategy.

Guardianship

In the first half of this reporting period some considerable time and effort was spent in progressing the Guardian and Administration Bill that seemed to run aground due to the differing points of view expressed around the interplay between the said Bill and the Mental Health Bill. QAI joined forces with the then Executive Director of Queensland Mental Health Association, Keith Williams in suggesting a way forward. QAI also advocated strongly for the Community Visitors Program to include boarding houses and hostels in its ambit of *visitable sites* and called upon the support of the Combined Advocacy Groups Queensland to bolster our arguments. The outcome of this debate is yet to be determined. QAI sat on the Adult Guardian's Community Visitor Program Reference Group which failed to meet again after two meetings.

DPW Story

QAI is still awaiting a successful funding application to publish and launch its Maryborough Disabled Persons Ward (DPW) story. The final draft has undergone initial editing and QAI will be making the completion of this task a top priority in the forthcoming year.



Bioethics Systems Advocacy Project – Dave Turnbull

The past year has been above all a vast learning experience, and interwoven into this report is something of what the bioethics advocacy worker has learned. Learning has come about through reading widely in bioethics and associated literature. It has also come about through attempts to gain entry points to various policy arenas in ethics. Above all it has come about from long periods of reflection on our own assumptions, goals and practices.

Increasing use of the World Wide Web has brought many conversations throughout the world on bioethics issues into the QAI office. There are many global debates happening. Many of these debates are in the early stages of development as people bring their own pre-established positions into the arguments and try to convince others of their validity. There is nothing wrong with that as far as it goes. The problem is that the world is changing rapidly under our feet, and what may have served us well in the past does not convince those working to usher in a whole new approach to human life underpinned by genetic science. Bioethics is about futures, and advocacy in this area must be able to speak to a futures-oriented audience.

Eugenics

Work for the year had already been well set up through QAI's newsletter articles addressed to prenatal practices. QAI labelled some of these practices 'eugenic'. QAI had received a strongly-worded denial from the Mater hospital that their practices were eugenic. QAI's concerns however were being taken seriously and the hospital leadership engaged in a series of conversations and meetings. Support for QAI was received from Bishop Putney who responded to our letters with: "I sincerely wish you every success in your work to oppose ... discriminatory eugenics". From the hospital point of view their practices are an attempt to provide the best forms of therapy available in maternal and foetal medicine. Yet as many current writers in this field are saying, eugenics arises out of a social context. If people in our society use therapeutic practices to eliminate what they see as potentially defective children, then such practices contribute to eugenics.

Genetics and Futures

QAI's work in this area received a tremendous boost from connecting with Dr Sohail Inayatullah, an international scholar and editor on world futures. One QAI paper from this year is forthcoming in an international journal as a result of our association with him. It is 'Genetic Counselling: ethical mediation of eugenic futures?' (in *Futures*). Work also began on another paper for the year 2000–2001 that has also been accepted: 'What place is there for people with serious genetic conditions in a geneticised world?' (*Journal of Futures Studies*).

Ongoing work is being linked to research in the sociology of genetics (Dr Richard Hindmarsh, University of Queensland), and law and policy development (Dr Barbara Hocking, Queensland University of Technology) as well as bioethics. The Brisbane Institute published the paper by QAI on the Queensland draft code of ethics for biotechnology that appeared in the March/April 2000 newsletter (*The Brisbane Line*).

Collaborative work

A conceptual framework has been developed to assist QAI in mapping out collaborative endeavours. Presenting this framework to the management committee was an enjoyable experience. It needs to be emphasised that this framework is a tool not a master! We can be selective with whom to collaborate. Indeed, we must! Our concern is making the voices and experiences of vulnerable and oppressed people central to the discussion.

Greater efforts have been made to link the bioethics work to other QAI projects and to work outside QAI. The bioethics worker collaborated with Christine Douglas and Lesley Chenoweth (UQ) in the 'Trip Out West', developing skills in using qualitative data analysis to assist in writing the report. Collaboration was also initiated with Dr Nick Lennox from the Developmental Disability Unit (UQ) in a joint conference presentation (ASSID 1999). There was ongoing collaborative work with Lisa Bridle (UQ) and the Down Syndrome Association. Work was also done with Dr Marie Knox (QUT) - focus groups, Jane Sherwin (Community Resource Unit) - duty of care, Dr John Harrison (QUT) - research grant funding applications, Erik Leipoldt (WA) and Dr Christopher Newell (UTAS) - euthanasia, Naomi Sunderland (Brisbane Institute) - biotechnology and biofutures.

Bioethics reference group

A decision was taken to disband the reference group, as it was not being productive. QAI has decided instead to invite key people to participate and give advice on strategic foci of the project. This will give people a much better chance to get their hearts and minds into specific aspects of the work.

Work with the Media

Discussions were held with David Busch from the ABC about a program on prenatal diagnosis, but QAI put going to air on hold. Sometimes advocacy in the field of ethics needs to be done slowly in order to be done properly, and media interest is not always the right signal to follow. QAI facilitated two panel discussions televised by BRIZ 31 on a program entitled 'Provoke': one on euthanasia and the other on genetic engineering and its impacts on people with disability. QAI has copies of both programs and they make informative and provocative viewing.

We might try to construct a world without disability, but basically in doing so, we are embarking on a losing battle – for pain and pleasure are two sides of one piece of paper. The illusory Western dream of control and perfection and the elimination of pain is just that – illusory. ... It is only a matter of time before the inability of Western science to answer (the most important) human questions becomes common knowledge.

Jennifer Fitzgerald, 1996

The Law Project - Legal Advocacy Development – John Stannard

1999-2000 was very much a growing and a busy time for QAI and none less so for the individual legal advocacy and legal advocacy development worker. I set out to cover both positions for the year. The work has not always fallen cleanly into one category or another, so a combined report is presented. In practice, one worker doing both systems and individual advocacy has proved rather lumpy, especially around the below-mentioned inquiry which, because it is ongoing, cannot yet be the subject of a full report.

Coronial Inquiry

The major effort of the law project has been the pursuit of justice at both the systemic change and individual level for both the family and the memory of a woman with intellectual disability who died in May 1999, weeks after being placed into hostel accommodation near Brisbane. The inquiry began in November 1999. It has been the subject of five sitting days and is ongoing at the date of writing.

QAI acknowledges the generous giving of time and resources by Stephen Keim of counsel, who has assisted pro bono as Legal Aid is refused. It is no exaggeration to say that without his experience and wisdom, the inquiry would not be at the advanced stage it is today. Thanks also to Darryl Rangiah for his assistance when Stephen became unavailable at short notice.

The diligence and thoroughness with which the matter has been pursued by the Coroner's Office is also commendable. The office of the Adult Guardian has been present and also contributed to the inquiry. QAI has written on many occasions to the Coroner voicing its concerns regarding systems issues relevant to the lives of the many other vulnerable people living in similar situations and therefore equally at risk. However, the focus of the inquiry is now limited following the intervention of the Crown Solicitor on behalf of the Department of Health and Disability Services Queensland.

Several issues relating to the proximate cause of death remain before the Court. However, a wider scope for the inquiry into the underlying systemic causes contributing to the death appears ruled out due to Crown Law's argument as to the ambit of the Coroner's Act. This means that much material will never become part of the evidence and subject to cross-examination, including statements prepared for the Coroner by the two government agencies concerned, and any rider to the findings that the Coroner makes will be accordingly weaker. In the end, this is a matter of bureaucrats who will not see difficulties, and the government of the day placing service delivery cost considerations before people. While service difficulties remain hidden, there is no impetus from within to resolve them. Vulnerable people continue to be betrayed by the Coroner's Act as it has no focus on the systemic causes of failure of service provision, failure which today leads to the needless death of devalued persons.

It can be said that the Coroner's Act in its present form, averting the Coroner's gaze from the broad issues, is thereby allowing the underlying problems to fester, and is contributing to death-making of people with disability in Queensland. This holds true for vulnerable persons in both government and private institutions such as nursing homes, hostels, prisons, hospitals and 'training centres' such as Basil Stafford Training Centre.

QAI has made several submissions and written many letters to the Coroner and many hours have gone into the hearing days so far attended. It is anticipated that another two hearing days will be required. At time of writing, there is no date set for resumption. QAI has also made representations to Legal Aid for funding to represent the family at the inquiry, including an appeal and one meeting with the CEO of Legal Aid.

The case highlights QAI's calls for a review of the Coroner's Act and, in this respect, the arguments presented to the Coroner by the Crown Solicitor on the ambit of the Act will no doubt be of great assistance to QAI later. It is planned to release a detailed report on the inquest following the publication of the Coroner's findings.

A Meeting with W J Carter QC

Kevin, Christine and John met with Judge Carter at the Criminal Justice Commission to discuss a review of the Criminal Justice Commission's 1995 report - *An Inquiry into Allegations of Official Misconduct at Basil Stafford Training Centre*, (BSTC), and specifically to review the twenty recommendations of Justice Stewart.

Carter QC released his review of the 1995 recommendations in May 2000, noting in his introduction that recommendation No.6 called for amendments to the Coroner's Act: "...to require the Coroner hold an inquest into the death of a person with intellectual disability where that person had died in a residential institutional facility operated by the State or in any other privately operated facility."

Carter saw that the proposed legislative change to the Coroner's Act had not been implemented and went on to advise that the CJC undertake to pursue this matter with the Attorney-General and Minister for Justice.

Recommendation No.18 of the 1995 report called for consultation with external advocacy organisations to ascertain how their resources could be best deployed for the benefit of residents. The May 2000 CJC review accepted the BTSC view that involving families as advocates had been a success.

That families *can* be the best advocates is beyond dispute. However to find they are per se "the best" is a nonsense. Levels of awareness of issues, resourcing and capacity for partial, unstinting advocacy when required will necessarily vary from family to family. QAI remains concerned for the BSTC residents.

The report found that although BSTC remains open today for some 69 residents, the problems of official misconduct raised in 1995 are resolved, a finding about which QAI has reservations, given the core 1995 recommendation was to close the facility and, to QAI's knowledge, that three residents have since died there. Of grave concern is the comment that, while the BSTC was no longer considered a source of problems,

there has been a movement of personnel and most probably the insidious negative culture of BSTC outward into the Alternative Living Service (ALS), where many former BSTC staff now work. A lack of training and other resources within DSQ are of central concern for the CJC and it notes in its conclusion: "...the ALS is still a source of complaints, attracting the intervention of both the QPS [the police] and the CJC". It was such complaints that generated the momentum for the 1995 inquiry.

QAI trusts those cultural symptoms, with all that implies for the safety and quality of life for ALS residents, are no part of the future policy or programming of Disability Services Queensland, the agency now responsible for both BSTC and the ALS.

A Challenge to a Funding Decision

The individual legal advocacy worker conducted a legal challenge to Disability Services Queensland's assumptions about what constitutes adequate funding for a person with high support needs. Although the level of need was well documented on the file, the respondent department (now DSQ) was resistant to funding an individual to the level required to provide adequate support. The matter required an intensive advocacy effort by QAI which was justified on the basis that the Department's failure to fund adequately was unfair to the individual, was contrary to the DSA and raised a fundamental systemic issue. QAI hopes that similar support arrangements for others will now follow. QAI does not at present have the resources to meet the arising individual advocacy need and we call on the Minister for Disability Services and Disability Services Queensland to meet this challenge.

The Public Advocate

Following concerns raised by QAI, Kevin and John met with the Hon Matt Foley, Attorney-General and Minister for Justice, regarding the Public Advocate selection process, the resourcing of the office of Public Advocate and how it fitted with the community visitors scheme. We trust the office will be vigorous and independent and perform the systems advocacy role set out for it in the Guardianship and Administration Act in a way that benefits both people with disability and government agencies.

An Advocacy Auspice

The legal advocacy worker supported Mental Health Advocacy Queensland (MHAQ) in setting up an individual advocacy effort. The worker attended approximately twelve meetings as a member of the steering committee to develop advocacy for people with mental health issues. Advocacy funding and advocacy development funding was provided by Families Youth and Community Care to develop and implement a model for providing individual advocacy assistance. QAI also assisted on the Project 300 Steering Committee overseeing workers employed by MHAQ to assist with the Project 300 de-institutionalisation process. Assistance took the form of providing training with Christine around the definition of advocacy, and attending at planning days (with John and Kevin). QAI finalised its support in July this year having assisted MHAQ as far as possible within QAI's advocacy development guidelines.

The inquiry has impacted on the advice provided by the individual legal advocacy worker, which are lower by around a quarter compared to the previous year. Also with time evenly split between the two positions, two days per week nominally were allocated to advice and referral work as opposed to three in recent years.

There are a number of indirect advice or referrals. These were matters where there was a legal issue relating to disability where QAI held some information and it was considered appropriate to provide direction or assistance.

Statistics for the year are shown below.

Legal Advice Statistics 1999-2000

TABLE ONE - TYPE OF ADVICE

What people asked about	Total no. of inquiries
Guardianship (excluding financial matters)	52
Inclusive Education	13
Consent to Medical Treatment	7
End of Life Decisions	1
Rights and Care in Institutions and Grouphouses	5
Rights and Care in Psychiatric Units	2
Death of a Person with Disability	1
Victims or Witnesses of Crime	2
Assault or Abuse	3
Care within Educational or Health Services	3
Children with disability in state care	1
Other issues	8
Indirect advice or referral	46
Total	144

TABLE TWO - WHO ASKED FOR ADVICE

Contact by	Number of persons
Person with disability	5
Relative/Friend	3
Disability Worker	112
Solicitor	5
Other Worker	0
Other	19
Total	144

TABLE THREE - DISABILITY OF PERSON ABOUT WHOM THE ADVICE WAS REQUESTED (including where a person with disability made the request)

Nature of disability	Number of persons
Intellectual	41
Physical	20
Sensory	1
Psychiatric	21
Multiple	3
Other or undisclosed	58
Total	144

Training

The worker conducted two presentations on guardianship. While informal discussions were held with judicial officers about training, the direction which the Gap Analysis project took indicated that QAI should, for the minute, pull back from training. There was also a resource issue. Both Caxton Legal Service publications, the *Law Handbook* and the *Lawyer's Manual* were updated, with Kathleen Dare re-working QAI's contribution to the manual.

Meetings Attended

Christine and I attended one meeting of a reference group around the review of domestic violence legislation. However, QAI is not hopeful of the concerns of people at the margins being specifically included in any legislative broadening of the definition of domestic violence. While issues of dating and relationships were covered, boarding house, hostel and paid care arrangements will be excluded on the basis the current 'criminal law', i.e. the situation before there was any domestic violence law in Queensland, is more appropriate. QAI is concerned that this should not be presented as a law for all Queenslanders, in the same way that the Forde Inquiry was said to be for "all Queensland children in care", ignoring those children with disability in the care of Queensland Health institutions and related agencies.

Meetings attended on systems change legal issues include meetings around changes to the following legislation: Mental Health Act, Childrens' Commission and Appeals Tribunal Act, and Queensland's Domestic Violence legislation.

Kevin and John met with the Childrens' Commissioner regarding review of her Act and raised concerns about the ability of the Commissioner to investigate matters appropriately. The new Act gives the Commission wide powers to access agency files to ensure independently that children are safe.

Kevin, Christine and John were at Parliament House for the passing into law of the Guardianship and Administration Act 2000. QAI also attended at the opening of the Guardianship and Administration Tribunal where the work of QAI for some thirteen years finally bore fruit. QAI is particularly happy to congratulate Kathleen Dare and Jeremy Ward, both well-known at QAI, on their appointment to the Tribunal.

Training and Seminars

I attended a five-day PASSING training. The experience of being the only non-service delivery worker in a small group, including the facilitator was exhausting but enlightening - not least in terms of the limitations of the thinking which service delivery appears to engender. Recommended if done properly.

I also attended five seminars, two meetings with a Minister, three group meetings and presented twice. There were many occasions on which the amount of government feedback requested threatened to capsize QAI's advocacy effort.

The Gap Analysis (people with disability and justice)

This was a dormant idea, the third arm of the law project for some time until Kevin moved it along. John was the project manager for phase one of the project until December 1999 when the work was taken up by Kevin (who obviously didn't have enough meetings to attend). Phase one was an assessment of the literature and sampling of local views, and Graham Schlecht is thanked for his work in completing this. Kevin and Mary Kenny are progressing phase two which involves some analysis of issues past, present and the way forward.



The Law Project - Individual Legal Advocacy

Extract from –

**The Basil Stafford Centre Inquiry Report: Criminal Justice Commission
Review of the Implementation of the Recommendations – W J Carter QC May 2000**

It is an integral thrust of this review that the kinds of concerns that were exposed by the Inquiry have the potential to emerge in the ALS. The real challenge will ultimately be with those whose responsibility it is to oversee the management of the ALS. The ancillary recommendations of the Stewart Report may be even more relevant in the operation of the community-based model than in the institutional model. Relocation involves not only clients but also staff, often the same staff who worked in the institutional BSC, operating within more or less the same management structure. It is inevitable that there will be some transfer of the institutional culture. The closure of the BSC might have meant the end of the existing culture. The consequential need to relocate clients, however, might equally mean that the culture becomes decentralised with the inherent capacity to recreate itself in a new form, within a new management structure, in a different location and on a smaller scale.

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