



## Poverty and Social Exclusion in the UK

**Working Paper Methods Series No. 9**

### **Economic participation in the PSE survey**

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July 2011

ESRC Grant RES-060-25-0052



## Poverty and Social Exclusion in the UK

### Overview

The Poverty and Social Exclusion in the UK Project is funded by the Economic, Science and Research Council (ESRC). The Project is a collaboration between the University of Bristol, University of Glasgow, Heriot Watt University, Open University, Queen's University (Belfast), University of York, the National Centre for Social Research and the Northern Ireland Statistics and Research Agency. The project commenced in April 2010 and will run for three-and-a-half years.

The primary purpose is to advance the 'state of the art' of the theory and practice of poverty and social exclusion measurement. In order to improve current measurement methodologies, the research will develop and repeat the 1999 Poverty and Social Exclusion Survey. This research will produce information of immediate and direct interest to policy makers, academics and the general public. It will provide a rigorous and detailed independent assessment on progress towards the UK Government's target of eradicating child poverty.

#### Objectives

This research has three main objectives:

- To improve the measurement of poverty, deprivation, social exclusion and standard of living .
- To assess changes in poverty and social exclusion in the UK
- To conduct policy-relevant analyses of poverty and social exclusion

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This paper has been published by Poverty and Social Exclusion, funded by the ESRC. The views expressed are those of the Author[s].

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## Abstract

The purpose of this paper is to provide the rationale for the inclusion of particular questions in the main PSE survey relating to work, both paid and unpaid. Paid work is important for the financial resources it provides but both paid and unpaid work may also influence poverty and social exclusion through their wider impacts on social relationships or networks, on status, or on time for other activities, for example. The scope of the domain is identified initially by the work undertaken in developing the Bristol Social Exclusion Matrix or BSEM (Levitas et al, 2007). This paper then provides a wider review of the literature to give a more detailed description of the dimensions on which work varies. It also reports on analyses of two major surveys of employment quality to inform decisions. It makes recommendations for the aspects of employment that need to be covered. It reviews coverage in the FRS survey to identify the main gaps and identifies the questions best suited to fill these.

Key words: poverty, social exclusion, work, employment

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# 1. Introduction

Policy agendas for poverty and social exclusion have placed a very strong emphasis on paid work in recent years. Paid work has been seen as the principle route out of poverty, with an emphasis on getting those out of work into any employment, regardless of quality – the “work first” agenda. Within the conceptions of social exclusion dominant in official discourses at UK and EU level, paid work has come to be seen both as a means to avoid exclusion, but also as defining inclusion in its own right (Levitas, 1998). As a result, official monitoring frameworks include a large number of indicators of employment (Levitas et al, 2007). This is not to say that they cover all the aspects of employment that may be important in influencing risks of poverty or exclusion. There is a focus on quantity of paid work and on pay, but much less on quality of paid work or on levels of unpaid work. The previous Poverty and Social Exclusion (PSE) survey did not do much to improve on this (Bailey, 2006). Providing a more rounded or comprehensive coverage of this crucial domain is therefore a central challenge for the PSE 2011.

The aim of this paper is to provide the rationale for the aspects of work that need to be covered, and to identify suitable questions for the main PSE survey to gather the required data. Where possible, it will look to build on questions and instruments that have been used in previous surveys and to use standardised definitions where these exist.

At the time of his work, Townsend (1979) noted that there was no accepted definition of “work deprivation”, let alone a simple means of measuring this. This was contrasted with the situation for housing, for example, where some standard measures of aspects of housing quality had been developed (on overcrowding or amenities, for example). He conceptualised work deprivation as having four main dimensions and developed measures for each, noting that his approach was quite preliminary in nature. Using these measures, he showed how those in poverty were also much more likely to be “work deprived”, but that most of those considered “work deprived” were not poor.

Thirty years on, there is still no simple framework to define “work deprivation” or quality of working conditions more broadly. Rather, a wide range of dimensions are identified as areas for possible concern. Some of these would have fallen within Townsend’s framework but others are new. The PSE 2011 survey cannot provide comprehensive coverage of this complex area. The challenge is therefore to identify the range of aspects of work that might be considered important, but also the key priorities.

The paper begins in Section 2 by identifying the scope of the economic participation domain and how it relates to other domains covered by the concept of social exclusion. Section 3 examines each sub-domain in turn. We seek to identify the importance of each for risks of poverty or social exclusion. When looking at paid work, data from two large surveys on employment

quality are analysed to assess the suitability of various indicators. We assess how well each topic is covered by the Family Resources Survey (FRS); since the PSE survey is a follow-up to that survey, it may be possible to rely on data collected by the FRS rather than collecting new data in the PSE. Finally, where necessary, we recommend suitable questions for inclusion in the PSE survey. Section 4 summarises the recommendations.

## 2. Scope of the economic participation domain

### 2.1 What does it cover?

In the BSEM, matters related to paid and unpaid work are considered under the “economic participation” domain which appears in the general area of “participation”. The use of the term “economic participation” might be seen as a misnomer since it is clear that the domain includes activities which are not within the formal economic sphere of paid work. Alternatively, one could argue that the distinction between paid and unpaid work is arbitrary (one can be substituted for the other) so that all work should be seen as having an economic value. The challenge is to render work that is unpaid more visible in economic terms (Budlender, 2004).

Unpaid work can occur in the personal, economic and civic spheres. The *personal* sphere covers unpaid work performed within one’s own household or for family or friends. It includes the routine housework faced by all individuals, the work involved in raising your own children, and work caring for others in your own household or outside it. The FRS focuses solely on the last of these. If we exclude routine housework and the work involved in raising children, the survey will omit a set of burdens that fall more heavily on women but accurately capturing the time spent on various kinds of unpaid work is difficult. We discuss this further below.

Unpaid work within the *economic* sphere refers to work for a business, one’s own or that of family or friends. Data on hours spent in such work is covered by the FRS in questions on economic activity so that can be incorporated in our analyses if appropriate. We do not discuss this further in this paper as it is not an issue raised in the literature.

Unpaid work in the *civic* sphere covers a wide range of activities under the heading of voluntary work or political participation, and this may include unpaid personal care which is provide to people other than friends or family. It is argued that such unpaid work has the potential to offer some of the benefits of paid work:

"For people for whom paid work is difficult to find, or inappropriate as in the case of pensioners, other means of participation can help to fulfil the basic human needs for a sense of competence, worth and socialisation. These range from political parties, trade unions and tenants groups to social groups and sports clubs. People’s local communities can provide numerous opportunities both for help and for the chance to help. (NPI, 2006)" (quoted in Levitas et al 2007, p37/8)

These kinds of unpaid work are not covered by the FRS. For the PSE, we assume that they will be covered under the political and civic participation domains as appropriate.

## **2.2 Who does it cover?**

It is tempting to assume that work matters only concern 'working age' adults and that was certainly the main approach in the previous PSE 1999 (Pantazis et al 2006; Bailey 2006). This is to ignore the labour, both paid and unpaid, provided by children and by those above 'retirement age'.

### **Children**

A significant minority of children are believed to undertake *paid work* at some stage (McKechnie and Hobbs, 2001). Children from lower income families appear to be less likely to undertake such work but, when they do, they tend to work longer hours and to earn slightly more. As household incomes are lower, their earnings constitute a relatively larger share of total household resources and do appear to provide at least some easing of financial pressures within the household in some cases (Middleton and Loumidis, 2001). The absolute scale of such earnings is still relatively low. The main FRS questionnaire includes questions on children's income from employment. Given this is a relatively minor point, we do not propose any additional questions in the PSE survey on this area.

Children can also have a role as *unpaid carers*. Past estimates of the numbers providing "substantial or regular care" were relatively low, suggesting this represented less than 1 per cent of all children (Becker et al 2001). A recent study by the same group has suggested the figure may be somewhat higher, possibly as much as 1-in-12 (BBC News, Friday 19 November). The FRS covers unpaid care given by (and received by) children as well as adults. We deal with both together below.

### **Elderly people**

For elderly people, there is a strong case for exploring the role of paid and unpaid work. State retirement age used to mark a sharp divide between those expected to find paid work and those not. Various pressures are making this a less distinct line, not least the fiscal and pensions 'crises'. The right of employers to forcibly retire employees on reaching that age will be removed after October 2011. A significant number already continue to do paid work beyond pension age (estimated at 1.3m – BBC News website, 13 July 2009) and that figure is likely to rise. In the last PSE, around 11 per cent of younger pensioners (under 80) were in paid work (Patsios, 2006) and we can expect a higher figure this time. Elderly people also provide an enormous amount of

unpaid care. Around a quarter of the 6 million carers in Britain are retired (DH, 1999) and around a quarter of families rely on unpaid childcare provided by grandparents (GrandparentsPlus, 2009).

This suggests we need to be careful not to screen all older adults out of questions on paid and unpaid work. At the same time, it would make sense not to ask questions related to employment of very elderly individuals. A cut-off of 80 would make sense.

### **2.3 Relationships with other domains**

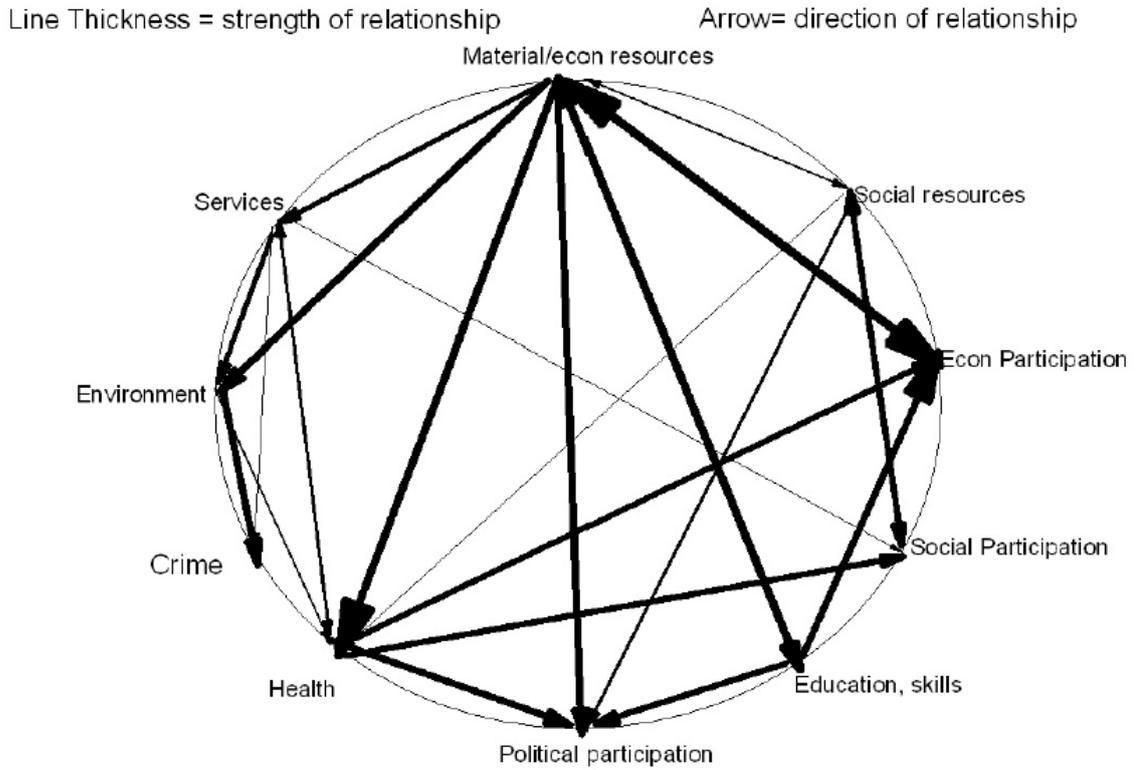
The economic participation domain has many links and overlaps with other domains in the BSEM. Some of these are indicated in the discussion in Levitas et al (2007), including those in the figure reproduced below. This appears to focus most on the connections with paid work:

- There is a strong impact of employment on material resources, through the financial benefits of paid work.
- There is a connection with health and well-being which is two-way. Good health improves prospects for paid work but employment is also associated with better mental health and well-being (life satisfaction, personal development, self-esteem or personal efficacy - Gallie and Russell, 1998).
- There is a connection from education to paid work, though one might also suggest connections from employment to education (through training opportunities available through the workplace).

In the discussion that follows (and indeed in the broader discussion in Levitas et al's report), other connections are also suggested:

- between (paid and unpaid) work and social participation, although it is not clear what the directions of the relationships are here: paid work may increase the resources needed to take part in some social activities but both forms of work also reduced time for those activities; and
- between (paid and unpaid) work and social resources (social networks and social support). Families and friends are an important source of information on employment opportunities, but employment also may be a means of broadening networks and of tapping into other forms of support as a result. Sinfield (1981) suggests that the experience of unemployment will be significantly worse for those with weak family and friendship networks.

Figure 1: Causal relationships between the domains in the BSEM



Source: Levitas et al (2007: p119)

### 3. Aspects of economic participation

This section discusses the main sub-domains or aspects of economic participation that will need to be addressed in order to gain a fuller insight into the relationships between work, poverty and social exclusion. Within each sub-domain, it identifies specific topics which will need to be covered. Aspects are identified from the literature, including the BSEM study. We begin with employment status and occupation. We then consider the complex question of quality of paid work. These two cover what Townsend referred to as “work deprivation” but also go some way beyond his framework. The next two sections discuss attitudes to or beliefs about work, and experience of activation measures. Finally, we discuss unpaid work.

The paper refers to questions already in the FRS. (We have based this on the 2008/9 questionnaire as this was the latest available to us at the time of initially drafting this paper, but we have checked the updates for 2009/10 and 2010/11 as well). The paper also refers to the latest draft of the PSE questionnaire (Draft 2.0). This is currently written for the household reference person only. One broad issue is whether questions on employment can be answered by the Household Reference Person (HRP) on behalf of the whole household or whether they need to be addressed to the individual adults. At the moment, Draft 2.0 asks the HRP for changes in their employment status and income, and then asks them to provide information on change in income for the household as a whole. Changes in employment (employment status, hours, pay) for other adults are only picked up indirectly, therefore. We believe this is too limited and recommend asking employment-related questions of all adults directly.

#### ***3.1 Employment and occupational status***

Employment and occupational status are important for their influence on income but also because of the influence on time available for other forms of activity, including those that may build or sustain social relationships and hence influence the availability of resources more generally. Using data from the PSE 1999, Levitas (2006) argues that “for more than one in four of the adult population as a whole (and thus a significantly higher proportion of those in paid work), employment is a brake on social contact and integration” (p148). Using a slightly different set of questions from the same survey, Bailey (2006) shows that those in full-time employment do not appear to differ in terms of levels of social networks or contacts, but they do feel they have less access to social support; these results control for a range of other individual characteristics.

A key question here is the extent to which the PSE should update information

collected in the FRS. The FRS has good coverage of employment status and employment details for all adults in the household. If the gap between surveys is significant, however, there is a danger of losing clarity by comparing information on deprivation or social exclusion at one point in time with income and employment information from some months earlier. This issue will be particularly important given the current recession and the potential for large-scale layoffs in the public and voluntary sectors in particular. Since employment status is such an important variable, it seems a high priority to ensure we have an up-to-date picture.

The PSE 1999 did not gather information on the employment status of all adults in the household at the time of the follow-up survey. This caused two problems which resulted in the loss of cases in subsequent analyses (Bailey, 2006):

- First, around 8 per cent of households with working age adults had changed in composition between the GHS and the follow-up survey, with 3 per cent seeing new adults arriving. As no information was collected on the employment status of new adults, these households had to be omitted from analyses of employment.
- Second, changes in employment status for existing household members were not captured well. HRP's were asked whether their **own** employment status had changed and, if it had, they could describe this using fixed categories: changed job; job loss; (re-)entered employment; promotion; pay rise; retirement; reduced hours; increased hours; other. If they had changed job, details of the new job were gathered in the same way as the FRs captures them (job title and main duties – open questions). For other adults in the household, however, the only information on changes in employment status came if the respondent noted changes in the household's income and gave changes in employment as the reason. Even then, these could refer to the respondent's employment or to that of other adults. A further 5 per cent of households therefore had to be removed from the analyses.

We therefore recommend that employment and occupational status for new entrants to the household should be gathered using the standard questions from the FRS. In Draft 2.0 of the questionnaire, there is a screening question to identify new entrants. Where new entrants are identified, the standard FRS questions on employment status and employment details should be administered (perhaps in slightly reduced form). On the basis of the 1999 PSE survey, we would expect this to affect around 3 per cent of households.

For all other adults under 80, employment status should be checked and updated as necessary in the individual survey. For those in employment, total hours of work should be checked explicitly to pick up cases where people have seen hours reduced or have taken on additional hours, and to enable hourly pay rates to be estimated. Again for those in employment only, employment details should be checked and updated as necessary. Slightly amended screening question are suggested compared with the last PSE

survey, with the standard FRS questions on employment status, total hours and employment details administered if changes have occurred (again, perhaps in slightly reduced form). On the basis of the 1999 PSE survey, we would expect this to affect at least 5 per cent of households although this figure looks rather low.

It would be useful to have views about usual hours of work. This would make it possible to distinguish cases where this status represented a positive choice to balance work with other activities from those where it resulted from lack of opportunity. The FRS already asks those people whether they are happy with their usual hours, but only where they are working less than 30 hours a week:

<p><b>? Happy with Usual Hours</b> <input type="checkbox"/> <input type="checkbox"/> LikeHr <b>Your usual hours at the moment are [n]. Would you prefer to work more hours, fewer hours, or are you happy with the number of hours you work at the moment?</b> <b>1: More hours</b> <b>2: Happy with hours</b> <b>3: Prefer fewer hours</b> If the respondent would prefer to work more hours, the following question is asked</p>
<p><b>? Reason Not Working More</b> <input type="checkbox"/> <input type="checkbox"/> NoMor <b>Are you prevented working more hours by any of the following..</b> <b>READ OUT: PROMPT EACH ITEM INDIVIDUALLY.</b> <b>1: ...Disability or illness</b> <b>2: ...Caring for a disabled or elderly person</b> <b>3: ...Having to look after children</b> <b>4: (None of these)</b></p>

The EWCS 2010 has a rather different question on preferred hours of work but this does not address the same point:

<p>Q19 Provided that you could make a free choice regarding your working hours and taking into account the need to earn a living: how many hours per week would you prefer to work at present?</p>
--

Ideally, we would like to repeat the first of the two FRS questions. Since it is not likely to be central to the analysis, however, it is more efficient to make do with the data already in the FRS. If we use those responses, we could restrict our analyses to those adults whose hours have not changed.

### **Discouraged workers**

Distinguishing the economically active from the inactive has become increasingly difficult (Yeandle 2003). For women, the problems with the distinction have long been recognised (Sinfield 1981) but the line for men has also become less distinct. In the UK, this results in part from the operation of

the benefits system which has acted to mask a proportion of the unemployed as inactive through long-term sickness (Beatty and Fothergill 1999). Atkinson et al (2002) proposed measuring “discouraged workers” as a result. These are people who would be formally identified as inactive but “who would like to work but are not seeking work because they feel no suitable job is available” (p143).

The FRS has questions for those not working on whether they would like to have a paid job and on the main reason for not working (one response is ‘Believes no jobs available’). If the PSE updates the employment status information fully, it would be useful to ensure this information is captured as well.

### **Household work intensity**

One specific issue is the distribution of work between households and the growth of “workless households” (Gregg and Wadsworth, 2003; Atkinson et al 2002). There are indicators tracking this figure in both the Labour Government’s official framework, *Opportunity for All*, and in the EU’s Laeken indicators (Levitas et al 2007). The new EU strategy, *Europe 2020*, includes a household work intensity indicator as part of the headline measure of households at risk of poverty and exclusion (EC 2010a).

The EU-SILC household work intensity measure is based on the proportion of the last year spent in employment for each non-dependent adult, split between full- and part-time working. This is based on a series of questions to capture employment status for each of the last 12 months. Any part-time working is assumed to be at the level recorded in the current month. This seems too cumbersome for our purposes.

In addition, it seems to make relatively little difference. Data for the 2009 EU-SILC for the UK were accessed, and those 9770 cases aged 18-59 were extracted. Where people answered any of the questions about employment status in the last 12 months, they almost always answered all of them (84.6% valid in all 12 months - 8262 cases). Of the 55 per cent of cases who had ever worked full-time (FT) in previous 12 months, 88 per cent worked FT in all 12 months. Similarly, of the 19% who had ever worked part-time (PT) in the previous 12 months, 77 per cent had worked part-time in all 12 months. As a result, it makes little difference whether you base work intensity on one month or all twelve. For example, if we assume PT working is half the hours of FT working, the correlation between employment status in a given month and annualized full-time equivalent employment status (% of 12 months working FT) is 0.97 to 0.98. If we aggregated individuals to households, the correlation would inevitably be greater.

The FRS has a simple question on the number of weeks in regular paid work in the last 12 months. We recommend that this question is asked of all adults in the PSE survey. We can choose to combine it with information on current hours of work to provide a slightly more detailed picture. This does not allow

exact replication of the EU measure but does permit a measure based on the same approach.

### **Employment history**

One reason that researchers have been concerned with quality of employment, and with the growth of ‘flexible’ forms of work in particular, is that this may lead to large numbers of people cycling between unemployment and relatively short spells of low-paid employment with few prospects of improvement. The Government has argued that its welfare strategy is based on “work first” on the basis that securing any employment improves the chances of an individual progressing within the labour market. The counter-argument is that the emphasis on “work first” within labour market programmes may simply fuel the cycle of “low pay/no pay”. At the same time, it should be noted that repeated spells of unemployment for those with low skills is not a new phenomenon; Sinfield (1981) notes this as a phenomenon of the distribution of unemployment in the 1960s and 1970s.

In theory, data on work histories or trajectories will be provided by the linkage of the PSE data to the FRS and hence to the WPLS data. The WPLS captures information from tax and benefit records and can therefore provide a detailed picture of employment history. One limitation of that data is that it will only be provided where individuals have given permission for the link to be made as part of the FRS survey; that could lead to a loss of around 50 per cent of households from the sample, with especially high rates of loss for larger households. One advantage of asking a summary question about work history in the survey is that comparison with the administrative data might serve to validate such a measure for use in future surveys where linkage is not possible. A second advantage is that it is not yet clear whether the WPLS data will prove to be of sufficient quality for our purposes – or indeed whether we can secure linkage in practice.

The FRS already asks people a question about the proportion of the last year in employment (used for the work intensity measure) and another two about the proportion of time in employment (full-time and part-time) since leaving full-time education although it does not ask when people left education. Neither of these seems ideal: the first is too short and the second too variable. In the PSE 1999, there was a question on employment history (‘UnEmLn’). The respondent was asked what proportion of time out of last 10 years they personally had been unemployed. We recommend an extension to capture years working full- or part-time, as well as years unemployed and years not earning an income for other reasons. Within the time spent working, we also seek to identify time on paid leave (paid maternity or sick leave or similar).

### **3.2 Quality of paid work**

In this section, we draw on two major surveys of employment quality: the Fourth

European Working Conditions Survey 2005 (EWCS); and a special Eurobarometer survey (56.1) from 2001. They help inform the conceptualisation of employment quality but we also use them to assess the value of different questions by re-analysing the data they contain. In both cases, we restrict our analysis to the UK responses, and ignore any weights. The Eurobarometer has around 1300 cases for the UK, while the EWCS has just over 1000 although, for analyses of questions on employment quality, the number of cases drops by about half since these are only answered by those in employment at the time of the survey. Details, including the questionnaires, can be found in Eurofound (2007) and in Gallie and Paugam (2002).

### **Background and policy**

Dividing the population in terms of employment status or occupation is not sufficient to understand the potential impacts of paid work on standards of living or risks of social exclusion. The employed differ not just in hours of work and levels of pay, but also in terms of the conditions in which they labour. While some have argued that poor employment conditions should be compensated through pay, others have argued that low pay and poor conditions tend to go hand-in-hand (Dahl et al, 2009). It has been widely noted that labour markets in developed countries have been undergoing marked changes in recent decades, with the rise in ‘flexible’, ‘precarious’ or ‘insecure’ forms of work (Beck, 2000; Dex and McCulloch, 1997). Various writers have argued that these new forms of work pose risks for personal health, family stability and wider social relationships (Sennett 1998; Reich 2001; Carnoy 2000; Gallie and Paugam 2003; Perrons 2003).

This is also an area which has had significant policy attention. At the EU level, the Lisbon Agenda altered one of the major goals of European policy from increasing the quantity of employment to increasing both the quantity *and* the quality of employment (Dahl et al 2009). The goal of *Europe 2020* is “smart, sustainable and inclusive growth” which presumably includes the same issues (EC 2010b). The term “flexicurity” has been developed to describe efforts to modernise the European social model by combining flexibility for employers (and hence competitiveness in the global economy) with security or social protection for workers (Eurofound 2008; EC 2007). Security is the aspect of job quality that has been of most concern in recent years (Gallie and Paugam 2003). The promotion of “flexibility” in the labour market has been a key aim of many Governments, including those in the UK, and this has been most commonly associated with the rising in temporary contracts and variable hours of work (Eurofound 2008).

At the UK level, there have been some specific steps taken by the Labour government to improve the quality of jobs, including the implementation of the European Directive on Working Time from October 1998. This set a maximum cap on weekly hours that employers could compel people to work. It also included provisions to extend access to paid holidays to many low paid workers (particularly women) (Green, 2003). The recession is likely to have eroded conditions across public and private sectors, and renewed pressures

from employers to increase ‘flexibility’ in labour contracts. In the PSE 1999, there was nothing on quality of work and that was seen as a significant omission (Bailey 2006).

### Conceptualisation and measurement

Capturing the key dimensions of quality of work within the PSE survey will be a significant challenge. There is no single agreed definition of employment quality, let alone a standard instrument for measuring it, and most writers see it as a multi-dimensional construct (Dahl et al, 2009).

One framework is provided by Townsend (1979) where he examines “work deprivation”. He begins by noting that the concept of deprivation at work had not been well-developed and that there were no standard measures for “the number in employment who have bad or deprived conditions of work” (p433). He argues that a suitable measure would need to take account of “the nature of the work itself, and its security, amenities and rewards, including welfare or fringe benefits and not only earnings” (p437). Furthermore, it would be a broad measure that did not just focus on exposure to risks but which was also able to identify the extent to which work environments promoted health, good workplace relations and social integration.

Townsend’s measure covered the four dimensions noted above (see box). The nature of the job captured aspects of the physical conditions or demands, and of anti-social hours. Security covered security in the current post but also the individual’s recent experience of unemployment. Conditions and amenities focussed on aspects of the physical environment but also basic facilities. Fringe benefits included rights to things such as sick pay, holidays or occupational pensions. While the framework provides useful detail about some conditions, it appears quite selective in its focus. This becomes more apparent as we examine alternative conceptualisations.

**1. Nature of the job itself**

- whether mainly outdoors
- proportion of time standing or walking about
- working early or late in day
- long hours of work

**2. Security of the job**

- no. wks unemployed or short-time empld in prev year
- period of entitlement to notice

**3. Conditions and amenities of work**

\* measured on 10-pt index for indoors and 8-pt for outdoors:

**Indoors:**

- heating in winter to be warm
- tea/coffee available
- indoor flush WC
- washing/changing facilities
- place to buy/eat lunch
- safe place to keep coat/spare clothes without risk

**Outdoors**

- dry and warm place to shelter in rain
- tea/coffee available
- washing facilities
- indoor place to eat lunch/snack
- safe, dry place for coat, store spare clothes
- first aid box

of loss  
- place for personal articles which can be locked  
- first-aid box or facilities  
- possibility of making personal phone call  
- control over lighting

- possibility of making personal phone call  
- lavatory (inc. earth closet or chemical closet)

**4. Employer welfare or fringe benefits**

- sick pay  
- entitlement to paid holidays  
- subsidised meals  
- occupational pensions

Source: Townsend (1979, Chapter 12).

A second approach is offered by Dahl et al (2009), based around a review of several other studies. Their synthesis is a framework containing three levels with six dimensions. The first level is **security**. Insecurity is problem in itself – a source of stress, ill-health, dissatisfaction – and it impacts on other aspects of employment, including human capital formation, investment in skills and progression. As noted above, insecurity may also damage family stability and wider social relationships. Concerns about security are reflected in the ‘flexicurity’ concept – the idea that the European social model is one which seeks to combine the advantages of flexibility for competitiveness and security for employees. Insecurity tends to be higher for less skilled groups, for younger workers, for men and for temporary workers.

Job security is a complex concept, however. It can refer to security in the current post or more generally to security within the labour market. It can stem from the threat of losing one’s job or of seeing reductions in pay or missing promotion opportunities, or general uncertainty over hours.

The second level covers the dimensions of **pay** and other material benefits, as well as **intrinsic rewards**. The PSE will have a lot of data on pay from the FRS as well as some data on ‘other benefits’ although this is collected in an open, unstructured manner. Intrinsic rewards are those that derive from the job experience itself, not from compensation through material benefits such as pay or promotion prospects. They may reflect a sense that the work tasks are enjoyable or interesting in themselves, or that they have meaning for the individual, reflecting personal values or identity, or that the work is perceived by others as having social value. It may simply be that the experience of work is a positive one, rather than negative, with individuals feeling involved, consulted, valued by their colleagues or organisations.

The third level covers the remaining three dimensions that describe working conditions: **skills; work intensity; and autonomy and control**. Poor conditions in all three domains are concentrated in lower paid jobs. Dahl et al see skills in fairly narrow, human capital terms. Others have seen skills as linked to learning and career development – an aspect of quality missing in Dahl et al’s framework.

A third framework is provided in a study of “social precarity” for the European Commission by Gallie and Paugam (2003). This includes a lengthy discussion of precarity in work. They argue that “quality of jobs is a vital factor affecting motivation, physical and psychological health, opportunities for the development and maintenance of skills, and the security needed to construct coherent work and non-work life plans” (p62). Four dimensions of employment quality are identified:

- **task quality** (measured by four questions covering variety, the need to keep learning, and control or autonomy);
- **work intensity or pressure** (measured by four questions on work pressure);
- **opportunities for career development** (measured by questions on need for rising skills or responsibilities in the job, and another on employer sponsored training or education);
- **insecurity** (measured by question on general perception of security and two others on risks of dismissal, and question on experience of unemployment in recent years)

Data for Gallie and Paugam’s study come from a set of questions inserted in a Eurobarometer survey in 2002. Of the four dimensions, task quality, opportunities for career development and insecurity show lower quality in lower occupational groups. The work intensity measure, however, shows lower quality (higher intensity) is found in higher status occupations. Gallie and Paugam (2003) also examine employment commitment, job satisfaction and work-related stress. Employment commitment and job satisfaction are both lower for people in lower status occupations but this is almost entirely explained by quality of work (task quality, potential for development, security and, for satisfaction only, work intensity).

Finally, a fourth framework is provided implicitly by the areas covered in the European Survey of Working Conditions (EWCS) which has been running at approximately 5-yearly intervals since 1991. The fifth wave (EWCS 2010) has recently been completed although data has not been released yet. These surveys cover a wide range of aspects of employment quality and working conditions including some elements not covered by the two previous frameworks. These were:

- **flexible working:** variable and anti-social hours, and control over hours
- **physical conditions:** the quality of the physical environment in which people work;
- **social conditions:** the quality of work relationships or social environment; and
- **health and safety:** adding to Townsend’s concerns with direct measures of work impacts on health;
- **general satisfaction** with working conditions, experience of discrimination.

There are many overlaps between the frameworks which we have attempted to capture in Table 1. All of these are areas that we could potentially cover but the challenge is to identify priorities which we can measure well.

*Table 1: Employment quality frameworks*

	Townsend	Dahl et al	Gallie & Paugam	EWCS 2005
Pay & material benefits	Yes	Yes		Yes
Intrinsic rewards		Yes		Yes
Job security	Yes	Yes	Yes	Yes
Career development opportunities			Yes	Yes
Work intensity	Yes	Yes	Yes	Yes
Autonomy & control		Yes	Yes	Yes
Flexible working & hours				Yes
Physical conditions and amenities	Yes			Yes
Social environment				Yes
Health and safety				Yes
General satisfaction				Yes

## **Pay and material benefits**

### **Income from paid work**

It is essential that the PSE 2011 makes it possible to identify the contribution of income from employment to overall household income. Ideally, this needs to be available not just at the date of the FRS survey but also at the time of the follow-up survey where levels of poverty and social exclusion are captured.

In Draft 2.0, there is a question that asks the HRP whether their own income has changed since the last survey (LstInc) and, if it has, to say by how much

(IncChng) and the main cause (CausChg), with categories that include job loss, job change, entering employment, promotion, pay rise, and retirement. It would be useful to add categories to cover: increased hours, reduced hours, and cut in hourly pay. These questions should be administered to every adult very easily.

The HRP is also asked the same questions in relation to their household (HldInc, HinChng and CshChng). If these questions are retained, the categories for CshChng should be extended as for the individual question.

The FRS has information on gross and net pay and on hours of work, and hence on hourly rates of pay. The checks on employment status (including hours) and on changes in income due to employment changes make it possible to update those rates here.

Where there are new entrants to the household, we need to collect some summary details of income, including income from employment, if we are not to lose cases. Decisions on this affect the study as a whole, and so are not discussed further here.

### **Other material benefits**

One important factor in assessing the material benefits of work is the availability of a pension scheme, the nature of that scheme and the extent of any employer contribution to that scheme. The FRS has a section on pensions (for people under 70 or self-employed). This covers a lot of detail including: whether the individual is a member of any pension scheme; the nature of the scheme; and whether their employer has a role in the scheme and, if so, whether they make contributions. Given that level of detail, there seems little point capturing any further information on pensions in the PSE survey.

Other factors affecting the material benefits of work include the costs (financial and time) of getting to and from work. These tend to increase as earnings increase but may be more significant for lower paid households even so. If others have an interest in extent of commuting, we would certainly support such questions. The EWCS 2005 has a question on the number of minutes spent commuting each day:

Q13 In total, how many minutes per day do you normally spend travelling from home to work and back?

It would be interesting to collect this information but it is not a high priority, so we do not recommend this is added here.

### **Intrinsic rewards**

The Eurobarometer survey has questions on whether the respondent finds

their work interesting (Q32.5), whether their organisation's values are in line with their own (Q33.10), whether they are proud of their company (Q33.11) and whether they would turn down a better paid job elsewhere to stay with their present organisation (Q33.12). We use factor analysis here and through the rest of this section to identify the extent to which different questions are measuring the same underlying issue (i.e. the same latent factor). In this case, the four variables appear to be picking up the same latent factor. The factor analysis produces a single factor which loads positively on all four variables (table below).

We can also look at how average factor scores vary by occupations. This shows a clear occupational gradient, with higher levels reported by those in professional or managerial occupations and much lower levels for those in unskilled manual work, suggesting that intrinsic rewards are not compensation for lower pay in general. On the contrary, the highest paid jobs tend to have the highest levels of intrinsic rewards. At the same time, there is considerable overlap between occupations; some lower skilled occupations are regarded by post holders as having high intrinsic value.

	Component
	Intrinsic
Q32.5 - job interesting	.674
Q33.10 - values sim	.797
Q33.11 - proud of org	.867
Q33.12 - turn down better paid job	.757

Source: Eurobarometer 56.1 (2001).

The EWCS 2005 has two questions that might indicate intrinsic rewards: on the sense of work well done, and on doing work that is useful (Q25i and k). The two correlate quite highly. Again, this is higher for those in professional or managerial occupations, but it is lower for lower skilled non-manual workers as well as those low skilled manual workers.

We recommend a combination of questions from these sources, which could be put as statements with scale responses:

How much do you agree or disagree with the following statements describing your job. Do you strongly agree, agree, neither agree nor disagree, disagree or strongly disagree? [SHOW CARD]

- [Intrin1] The work I do is interesting.
- [Intrin2] I would turn down a better paid job elsewhere to stay with my current organisation.
- [Intrin3] The work I do is useful.

### Job security

Security in the current post can be assessed through questions on subjective

perceptions of security and through a variety of objective questions. It can also be measured in the broader sense of risks of becoming or remaining unemployed, reflecting wider labour market conditions; this is typically measured through recent experience of unemployment. Dahl et al note that subjective measures of job insecurity are frequently used (fear of involuntary job loss or of reductions in wages, for example) and they cite one study that shows rising perceptions of insecurity over time in Europe, especially for those in low-skilled occupations. Townsend (1979) and the Booth Centenary Survey used questions on whether the individual was entitled to a period of notice and the length of time unemployed in the last 12 months, reflecting both approaches.

Using the Eurobarometer data, Gallie and Paugam capture security through: a subjective assessment of security (Q32.6); subjective assessment of threat of dismissal for poor performance (Q38.1/2); and recent experience of unemployment (spells and duration in the last five years – Q16/Q17). The two dismissal questions correlate highly with each other, as do the questions on spells and time unemployed in the last five years, suggesting some redundancy here. The Eurobarometer questionnaire also includes: a question on length of time with current employer (Q28); and a question on whether the respondent's organisation was facing financial difficulties (Q32.9). A question on whether the respondent works for a temp agency (Q31.2) had less than 1 per cent of respondents answering positively so this is ignored here.

Three factors emerge from the analysis, with the first two the more important. The first picks up people with a greater experience of unemployment and hence less time with their current employer, who also feel they could be easily dismissed. This is therefore about security in the wider labour market, not simple security with current employer although the two things are obviously related.

The second picks up the latter aspect only. This factor identifies people who have a stronger position in the labour market but who fear they would be readily dismissed for poor performance (late arrival or for not working hard). This is security in the sense of working in an organisation where the culture or management style is assessing individual performance more intensively and acting on poor performance. This is not the same as Townsend's question about contractual period of notice but it may be related to it.

The third factor identifies people who feel that their current job is insecure regardless of how they personally perform, perhaps because their organisation or firm is in financial difficulties.

Across the occupational groups, insecurity is higher on all three factors for those in unskilled manual occupations.

	Component		
	1 Experience of unemplt	2 Dismissal concern	3 Org in diff job not secure
Q16 Spells unempld in last 5 yrs	.757	-.541	-.035
Q17 Time unempld in last 5 yrs	.765	-.517	-.055
Q28R YEARS EMPLOYED AT COMPANY	-.587	.179	.168
Q32.6 - job is secure	-.214	-.026	-.775
Q32.9 - org facing fin diffs	-.104	-.248	.752
Q38a - dismissal if late arr	.618	.705	.087
Q38b - dismissal if not work hard	.649	.682	.040

Source: Eurobarometer 56.1 (2001).

The EWCS 2005 asks questions on contractual position (Q3b/c), time with current organisation (Q2d) and a subjective perception of security question (Q37a). Asking those on fixed term contracts about the length of their contract did not appear very useful. Only 14% of respondents reported having a fixed term contract, compared with 3% working with a temp agency and 15% reporting no contract. Of those on fixed contracts, two thirds didn't know the duration or could not give an exact duration. Half the remainder had a duration of 2 years or more. Very few indicated a short contract period (one year or less). There may be some value in a reduced question that distinguishes those with permanent contracts from those with longer fixed term contracts, and those with short term contracts or none, and this is how we reclassified people.

The question on fear of losing your job in the next 6 months (Q37a) has answers bunched at one end. Gallie and Paugam's equivalent question (Q32.6) on perceived security has a slightly different wording that appears to yield a bigger spread of answers.

There are modest correlations between the variable on contractual position and those for length of time in current organisation and perceptions of insecurity. The three variables appear to form a coherent factor, measuring a general insecurity. This is higher for those in manual occupations, particularly the lower skilled. This structure does not fit well with the factors that emerged from the Eurobarometer data. Length of time with current organisation ought to be strongly correlated with time unemployed in the last five years, but in the Eurobarometer data this represented a different kind of insecurity to the subjective assessment of security in the current post.

	Component
	Insecurity
Q3 – temp contract	.721
q2d. How many years have you been in your company or organisation?	-.665
q37a. I might lose my job in the next 6 months.	.511

Source: EWCS 2005.

It would be useful to capture the three dimensions of insecurity identified in the Eurobarometer data. We capture the first already through the question on employment history (time unemployed in the last 10 years) and we also have data on length of time the respondent has been with their company from the FRS and the update in the PSE 'additional changes' section. Given time restrictions, we recommend one question on dismissal for poor performance and one on perceptions of job security. We would re-phrase the former as a statement with a fixed time period, so responses can be on a simple agree/disagree scale. In the original, the question asked respondents to identify the timescale, and just under a half gave a figure of one month or less so this seems an appropriate cut-off.

How much do you agree or disagree with the following statements describing your job. Do you strongly agree, agree, neither agree nor disagree, disagree or strongly disagree? [SHOW CARD]

- [Secur1] I would be dismissed within a month if I did not work hard.  
[Secur2] My job is secure.

### Career development and trajectory

This is not something that Townsend's study covered. Using the Eurobarometer data, Gallie and Paugam (2003) capture this through two questions on changing levels of skills and responsibilities (Q34.2 and Q34.5), and one on receipt of employer-sponsored education or training (Q37). In addition, the Eurobarometer survey has a question on whether the person has been promoted by their employer (Q31.10), and whether they feel promotion is likely either with their current employer (Q33.13) or with another (Q33.14). There is a further question on whether their satisfaction with their job has increased over the last five years (Q34.9), and the same question includes a wider range of items on change in job: security, variety, effort, stress, provision of training, tightness of supervision.

Putting all of these into the same analysis, the dominant factor captures people reporting increases in a range of job characteristics that might be associated with people who had been promoted or 'moved up': they reported rising skills, variety, training and satisfaction but also effort, responsibility and stress. There was only a modest loading on the question about whether you'd been promoted by your current employer, perhaps because you can get promotion by moving employer. People in unskilled manual work were

particularly unlikely to report this form of progression.

Interestingly, rising job security was not part of the 'promoted' factor but was associated with the second factor, where people also felt they were likely to get promotion in the near future – 'expected promotion'. Rates were fairly even across the occupational groups on this factor.

Two other factors appear to have little to do with employment trajectories. The third factor appears to identify 'dissatisfied so leaving' employees – people who have experienced falling security and satisfaction who think they are likely to get promoted with another employer, but not with their current one. As with past experience of 'moving up', this was progressively lower for manual and lower skilled occupations. The fourth identifies people experiencing rising tightness of supervision. The factor also tended to identify people who had had little training in the last five years and only weak prospects for promotion elsewhere, suggesting they were 'dissatisfied but stuck'. Rates were much higher for manual workers, especially those unskilled.

	1 Moved up	2 Progressn expected	3 Dissat but leaving	4 Dissat but stuck
Q31.10 - Been promoted with current empr	.369	.030	.391	-.301
Q33.13 - promotion likely - same empr	.211	.777	.140	.071
Q33.14 - promotion likely - other empr	.041	.583	.504	.395
Q34 Change - job security	.345	.439	-.442	-.312
Q34 Change - skill level	.824	-.041	.074	.017
Q34 Change - variety of tasks	.832	-.059	-.019	-.020
Q34 Change - effort	.746	-.247	.066	.197
Q34 Change - responsibility	.827	-.152	.186	-.077
Q34 Change - stress	.667	-.247	.276	.111
Q34 Change - training provision	.572	.086	-.318	.265
Q34 Change - supervision tightness	.285	.013	-.374	.656
Q34 Change - job satisfaction	.554	.212	-.430	-.304
Q37 TRAINING/EDUCATION - LAST 5 YEARS	.345	.108	.155	-.396

Source: Eurobarometer 56.1 (2001).

The EWCS 2005 asks how many days training people have received, paid for by their employer (Q28a); the 2010 questionnaire has a slightly longer set. It also asks whether the individual feels their job has good prospects for advancement. There is a modest correlation between the two (0.21). The factor which combines them into a single variable shows much more positive rates for higher status occupations.

The priority must be some questions from the first factor from the Eurobarometer data to capture the general sense of progression. Changes in skill, variety and responsibility would seem to be the most general. To assess whether these are accompanied by increasing pay as well, we suggest an additional question on that topic. We also include security as it is of such broad importance.

I would like you to compare your current job with what you were doing around five years ago (even if you were doing the same job then). For each of the following, would you say there has been a significant increase, a significant decrease, or little or no change?

- [Prog1] The level of skill you use.
- [Prog2] The variety of tasks you perform.
- [Prog3] The level of responsibility you have.
- [Prog4] The level of pay you earn.
- [Prog5] The level of job security you have

### Work intensity and demands

Next we examine task quality itself. This can be defined in relation to two main elements: work intensity or pressure; and autonomy and control (next section).

Gallie and Paugam use a set of four questions to assess work intensity: whether the job requires you to work hard; whether you never seem to have enough time; whether you have to work extra time; and whether you work under a great deal of pressure. The scale has a Cronbach Alpha of 0.72 (acceptable) for the full dataset for Europe. There are two further questions as part of Q33 (work at high speed and work to tight deadlines) which seem to fit here.

These six questions appear to form a single factor, accounting for over half the variance, which we label simply 'Intensity'. There is perhaps some scope to reduce the list of questions. This factor tends to be higher for those in professional or managerial positions, and lower for those in unskilled manual occupations.

	Component
	Intensity
Q31.7 - job great pressure	.592
Q33.1 - need work very hard	.735
Q33.2 - never enough time	.753
Q33.3 - work extra time	.679
Q33.4 - work at very high speed	.809
Q33.5 - tight deadlines	.765

Source: Eurobarometer 56.1 (2001).

The EWCS 2005 has a range of questions covering intensity or pressure that overlap with those in the Eurobarometer study to some extent, but which also appear to tap into other aspects of intensity. There are two questions on whether the work involves short repetitive tasks (Q20a\_1/2), and two on working at very high speed and to tight deadlines (Q20b\_1/2). In both cases, the two parts correlate quite highly (around 0.6) so could each be covered by a single question. Another group of questions looks at physically demanding tasks, combined with locations in which people work (Q11 a to m). The questions on locations of work (f to j) do not appear to add directly to the understanding of intensity while k and l (use of computers and use of internet/email) duplicate each other (correlation 0.83) so could be reduced to one (working with computers or the internet).

Finally, there is a rather different question on whether the respondent feels they could do the same job at 60 (Q35). Negative answers were either 'I don't think so' or 'I wouldn't want to'. The difference between these answers is not very clear but whether we took just the first as an indicator of intensity or both, this question did not prove useful, as is apparent below.

Analysis reveals four distinct factors, in contrast to the Eurobarometer questions. The most important picks up work which is physically demanding (tiring/painful, involving carrying, moving, standing, walking etc.) and which does not involve IT. Townsend's study asked about standing and walking, but this set of questions goes somewhat further. This could cover many manual jobs as well as many lower-skilled service-sector jobs, for example, in retail or hospitality industries.

The second factor identifies intensive non-manual work involving PCs or computers, with repetitive hand movements and high speed or tight deadlines. This would seem to apply to the kinds of intensive work typical in non-manual or office settings, e.g. call centre-type operations. These first two factors account for almost half the variance and we recommend that we try to capture both.

Lifting or moving people is a separate kind of physically demanding work, typical of health or social care jobs.

As with Gallie and Paugam's study, the question on short repetitive tasks does not appear to add much to any of the intensity measures. We suggest it is dropped.

The question about continuing with the same job to 60 does not fit in to any of these other measures of intensity very strongly. It appears to measure something other than intensity (or perhaps more than just intensity). It does not seem to be worth including.

	1 Intensity – physical	2 Intensity – IT/office	3 Intensity – phys care	4 Intensity – same at 60
Q11a - tiring/painful posns	.613	.304	.206	.125
Q11b - lifting/moving people	.324	-.030	.726	.026
Q11c - heavy loads	.699	.120	.069	-.051
Q11d - standing	.591	.038	.172	.149
Q11e - repetitive mvts	.442	.482	-.393	.255
Q11k - computers/PCs	-.617	.609	.243	.152
Q11l - internet/email	-.623	.605	.285	.095
Q11m - protective clothing	.584	.007	.250	.212
Q20a - Short repetitive tasks	.374	.337	-.434	.152
Q20b - High speed, tight deadlines	.115	.676	-.074	-.331
Q35 - same job at 60?	-.287	-.166	-.049	.838

Source: EWCS 2005

Compared with the Eurobarometer questions, the EWCS ones appear to give a much more detailed account which captures different forms of intensity. As expected, the first factor is higher for those in manual occupations and lower-skilled service sector jobs, while the second factor is higher for those in professional or managerial occupations.

We recommend trying to capture the two main dimensions revealed in the EWCS. As the current questions are rather narrow (and we would therefore need several to cover the topic in this form), we propose just one broad question to capture the physical aspects and two to capture time pressures or stress:

How much do you agree or disagree with the following statements describing your job. Do you strongly agree, agree, neither agree nor disagree, disagree or strongly disagree? [SHOW CARD]

[Intens1] My work is physically demanding or physically tiring.

[Intens2] I work to tight deadlines most or all of the time.

[Intens3] I find my work stressful.

### Autonomy and control

From the Eurobarometer data, Gallie and Paugam use four questions: whether you have a lot of say over what happens, can take part in decisions affecting your work, have a lot of variety and need to keep learning (Q32.1-4). The last of these are not obviously about autonomy or control but are seen as indicating the kinds of jobs which require the individual to make many decisions. They use these individually and combined into a single scale (Cronbach Alpha of 0.78 - acceptable). In addition, there are two further question on whether the respondent gets to choose what tasks to do and how to do them (Q33.7 and Q33.8), and one on whether they feel they have a say in changes in the way they do their job (Q35).

These seven questions group into two factors. The first measures 'task control' and accounts for 60 per cent of the variance, loading quite highly on all the questions. The second factor does not appear to measure control at all. It loads on questions about variety and the need to keep learning, suggesting it taps into something slightly different. Task control varies across the occupational hierarchy, being lowest for unskilled manual workers. Variety and learning varies much less by occupation.

	1 Task control	2 Variety and learning
Q32.1 - lot of say over what happens	.871	-.137
Q32.2 - take part in decisions	.887	.007
Q32.3 - Lot of variety	.677	.597
Q32.4 - need to keep learning	.660	.605
Q33.7 - decide tasks what	.777	-.362
Q33.8 - decide tasks how	.791	-.296
Q35 - say in changes	.767	-.228

Source: Eurobarometer 56.1 (2001).

The EWCS 2005 has three questions very similar to two of the Eurobarometer questions, on whether the respondent can choose or change the order of tasks, methods of work or speed of work (Q24a to c). It also has questions on control over work partners (Q25d), over when to take breaks (Q25e) and when to take holidays (Q25g).

The first three questions on the immediate work task correlate highly (greater than 0.6) and form the core of the first factor which we might again call 'task control'. This accounts for almost half the variance. The other three variables load slightly less highly on this factor, although control of breaks is the strongest. A second factor identifies jobs where there is relatively low control over the immediate work task but a higher degree of control over when to take holidays or breaks. The question on 'breaks' may be ambiguous since, in English at least, this can mean a break within the working day or a short holiday.

Those in semi-skilled and unskilled manual work report low levels of task control but higher than average control over holidays or breaks. Service workers are low on both forms of control. Managers have high levels of control on both dimensions but professional and technical staff are low on the second form of control. There may be a substantial number of more skilled occupations where there is control over the immediate task but the need to fit in with term times or other time pressures, and hence limited control of holidays.

	1 Task control	2 Control breaks/hols
Q24 - choose/change order	.829	-.298
Q24 - choose/change methods	.800	-.359
Q24 - choose/change speed/rate	.785	-.341
Q25d - working partners	.492	.293
Q25e – breaks	.670	.514
Q25g – holidays	.454	.690

Source: EWCS 2005.

We recommend that we stick to the core issue of control over the immediate task as this emerges in both analyses. The three questions from the EWCS that load most highly on the first factor appear an appropriate set, re-phrased to fit with agree/disagree responses:

How much do you agree or disagree with the following statements describing your job. Do you strongly agree, agree, neither agree nor disagree, disagree or strongly disagree? [SHOW CARD]

- [Contrl1] I decide the order in which I do tasks.
- [Contrl2] I decide how I do each task.
- [Contrl3] I decide the speed or rate of work.

### Flexible working and hours

Townsend (1979) asked questions on requirements to work early or late in the day, and on long hours of work. From the Eurobarometer data, Gallie and Paugam use a single question on whether hours vary from week to week (Q30.5) which does not appear very comprehensive.

The EWCS 2005 has rather fuller coverage. There are questions on working nights (Q14a), evenings (Q14b), Sundays (Q14c) or Saturdays (Q14d), and working long days (Q14e). There are questions on working the same hours each day, the same days each week, whether you have fixed starting and finishing times, or work shifts (Q16a-d). There is another set of questions on whether you have control over your hours of work (Q17a) and how much notice you get of changes (Q17b). Finally, there is a subjective assessment of how well working hours fit with family and other commitments (Q18).

Three factors emerge from the analysis, with the first accounting for nearly 40% of the variance. The first might be termed the 'flexible workers' factor as it loads heavily of questions reflecting working anti-social hours, long days, variable hours or timings, shift working, with hours changing at little notice and hours not fitting with family commitments as a result. There is no obvious occupational gradient here, but those in lower skilled non-manual occupations

tend to report lower levels of 'flexible' working. The second picks up people with inflexible working arrangements – the same hours but no control over these. The third contains some confusing elements: people whose companies do not set their hours, but whose hours change at short notice, but who also tend to report working the same hours.

	1 'Flexible' workers	2 Inflexible hours	3
Q14a – night	.722	.286	-.051
Q14b – eve	.733	.239	.091
Q14c – Sun	.771	.114	.151
Q14d – Sat	.676	.142	.254
Q14e - long days	.606	.166	-.222
Q16a - same hrs each day	-.618	.458	.316
Q16b - same days each wk	-.618	.362	.191
Q16c - fixed start/finish times	-.519	.567	.309
Q16d – shifts	.609	.283	.077
Q17a Hours set by company	-.175	.453	-.706
Q17b Hours changed at short notice	.517	-.251	.346
Q18 - hrs fit with family/other commitments	-.603	-.284	.098

Source: EWCS 2005.

Given space restrictions, we need to reduce and simplify these questions. We propose focussing on the more objective factors, and converting questions to the same agree/disagree scale. The first three cover the first factor on 'flexible work'. The question on early starts is taken from Townsend (1979) although it was not included in the EWCS. The last two questions are an attempt to capture the second factor on 'inflexible hours'.

How much do you agree or disagree with the following statements describing your job. Do you strongly agree, agree, neither agree nor disagree, disagree or strongly disagree? [SHOW CARD]

- [Flex1] I regularly start work before 8am.
- [Flex2] I regularly work evenings, nights or at the weekend.
- [Flex3] I regularly work more than 10 hours in one day.
- [Flex4] I decide what time I start or finish work.
- [Flex5] It is easy for me to take a couple of hours off work for personal matters.

### Physical conditions and amenities

Townsend (1979) asked a small number of questions on the physical work environment (heating, shelter for those outdoors, control over lighting) and several on basic amenities in the workplace. Townsend's approach separated

out those who worked outdoors from those working indoors which seems unhelpful as it makes comparisons difficult. The Booth Centenary Survey expanded the aspects of the physical environment to include noise, vibration, dust, high and low temperatures, and poor lighting.

Neither of the more recent surveys covers the kinds of amenity that Townsend was interested in: tea/coffee available; access to a toilet; washing/changing facilities; place to buy/eat lunch; safe place to keep coat/spare clothes without risk of loss; place for personal articles which can be locked; first-aid box or facilities. It is unclear whether these have been dropped because regulation and practice mean they are more or less universal but they certainly appear to be of declining policy interest so we recommend dropping them here.

Gallie and Paugam do not examine issues of physical working conditions (precisely because these are well covered by the EWCS) although there is a single question on whether the respondent believes their working conditions are dangerous or unhealthy (Q41.2).

The EWCS 2005 survey has a barrage of ten items reflecting a range of physical hazards at work, similar to those covered by Townsend and the Booth Centenary Survey (vibrations, noise, high or low temperatures, smoke, fumes, vapours, various dangerous materials, etc.). We recode responses to distinguish those never or almost never reporting an item from those reporting it sometimes or all the time.

The majority of these questions form a single factor which captures a third of the variance. This overlaps with Townsend's concerns and is highest for those in manual occupations, especially more skilled ones. It measures a poor quality of physical environment.

The second factor combines two items (exposure to potentially infectious materials or bodily wastes, and exposure to radiation such as X-rays) and appears to pick up a distinct set of problems around the medical area, predominantly. These are highest for professional and technical workers.

The third factor combines people experiencing high and low temperatures which is rather unclear. It is low for those in skilled manual work but otherwise varies little.

	1 Poor phys environment	2 Radiation & infectious material	3
Q10a - vibrations	.623	-.227	-.220
Q10b - noise	.677	-.295	.050
Q10c - high temp	.500	-.044	.640
Q10d - low temp	.529	-.277	.521
Q10e - smoke, fumes	.704	-.166	-.256
Q10f - vapours	.638	.149	-.313

Q10g - chemicals	.635	.360	-.180
Q10h - radiation	.322	.662	-.055
Q10i - tobacco	.461	-.082	-.087
Q10j - infectious	.178	.708	.333

Source: EWCS 2005

The priority would be to capture the dimension of generally poor physical conditions. Again pressure on time means we cannot repeat the full EWCS list but just using selected items would give very uneven coverage. We therefore propose new questions on temperature, noise and air quality that try to cover the same ground. The focus here is on physical comfort rather than exposure to risks such as radiation or infectious materials.

How much do you agree or disagree with the following statements describing your job. Do you strongly agree, agree, neither agree nor disagree, disagree or strongly disagree? [SHOW CARD]

- [Phys1] My workplace is always a comfortable temperature.  
 [Phys2] My workplace is very noisy.  
 [Phys3] There is a lot of smoke, dust or fumes where I work.

### Social environment

The Eurobarometer survey includes questions on: how supportive the management is (Q32.7); whether the respondent has good friends at work (Q32.8); and the quality of management/employee relations (Q39). These form a single factor. In general, lower skilled manual workers are less positive about the social environment.

The EWCS has similar questions on how supportive colleagues and management are (Q25a/b), but it also has several on the experience of violence or harassment at work or various forms of discrimination (Q29b-l). There is a question on friends at work as well (Q37f).

In 2005, 5 per cent of the sample reported any kind of discrimination in the last 12 months (age, gender, nationality, ethnicity, disability, sexual orientation, religion) while 11 per cent report an incident of bullying, sexual harassment or physical violence from colleagues. Less than 1 per cent of people identify discrimination on grounds of disability or sexual orientation.

Three factors emerge from this group of variables. The first identifies those who have experienced any of the forms of discrimination but who are also likely to report bullying or harassment. There is not a strong occupational gradient but the highest levels are reported by those in lower skilled non-manual work (routine office work).

The second identifies people in good social environments at work – with supportive colleagues and managers, and with good friends in the workplace.

Those in manual occupations are much less likely to report good social conditions at work.

The third identifies people who have experienced bullying or harassment, and age or sexual discrimination but not other forms of discrimination. This factor is highest for those in professional or managerial occupations.

	Component		
	1 Faced discrimination	2 Good social environment	3 Bullying, harassment & age/gender discrim
Q25a - supportive colleagues	.079	.873	-.027
Q25b - supportive mgt	.035	.851	.007
Q29b - phys viol from colleagues	.350	.121	.270
Q29d - bullying/ harassment	.430	-.121	.507
Q29e - sex discrim	.631	-.007	.300
Q29f - unwanted sexual attention	.432	.076	.361
Q29g - age discrim	.555	-.010	.465
Q29h - nation discrim	.716	-.049	-.332
Q29i - ethnic discrim	.749	-.033	-.408
Q29j - religious discrim	.752	-.025	-.364
Q29k - disability discrim	.620	.019	-.245
Q29l - sexual orientation discrim	.645	-.034	.084
q37f. I have very good friends at work.	-.043	.535	-.010

Source: EWCS 2005.

We recommend a reduced set that tries to capture the first two dimensions. Again, due to limitations of space, we reduce the number of questions and make them slightly broader to try to cover the same issues. Two questions address each factor:

How much do you agree or disagree with the following statements describing your job. Do you strongly agree, agree, neither agree nor disagree, disagree or strongly disagree? [SHOW CARD]

- [SocEnv1] I have been subject to bullying or harassment at work.
- [SocEnv2] I have felt discriminated against at work.
- [SocEnv3] I work with supportive colleagues.
- [SocEnv4] I have good friends at work.

### Health impacts of work

This is a difficult area to capture fully because the risks can be so varied. There are also questions about the extent to which this fits within 'work deprivation' or 'work quality', or whether we should see it as one consequence of poor working conditions or as part of the health domain more generally.

The Eurobarometer has a barrage of 11 items on the current impacts of work on physical and mental health, and also on social relationships outside work (Q41.1-12). In addition, it has a retrospective question on injuries at work in the last 5 years (Q31.9).

The first factor accounts for around half the variance and relates to conditions which are generally poor for one's health: stressful conditions, pressures on time, and work impacting on social and family life. This is higher among non-manual workers.

The second factor relates to having been injured in the last five years, also associated with muscle pain but not with problems unwinding. This appears more closely linked to physically-demanding work.

	Component	
	1 General poor health	2 Injured at work
Q31 - injured at work last 5 yrs	.249	.727
Q41.1 - stress	.715	.004
Q41.3 - headaches	.667	.235
Q41.4 - muscle pain	.564	.520
Q41.5 - verbal abuse	.524	.155
Q41.6 - exhausted	.755	.170
Q41.7 - worry after work	.733	-.299
Q41.8 - diff to unwind	.795	-.186
Q41.9 - lack of time for fam	.797	-.145
Q41.10 - too tired to enjoy	.843	-.146
Q41.11 - too tired to go out	.827	-.094
Q41.12 - family fed up	.785	-.204

Source: Eurobarometer 56.1 (2001).

The EWCS 2005 has two general questions on risk and on impact of work on health: whether you think your health and safety is at risk because of your work; and whether your work affects your health (positively or negatively). Both questions were asked in a simple yes/no format. Around 20 per cent answered yes to each with a fair amount of overlap between these. It also has a barrage of questions on specific problems but response rates here are low so these are not analysed.

Due to pressures of space, we do not recommend including any questions on this topic. The various domains on physical and social conditions, or work intensity measure aspects of work deprivation that may impact on health, and overall health outcomes will be picked up by the health domain.

## General satisfaction

The EWCS and many other surveys have included a question on general satisfaction with work. The great majority report of people report themselves satisfied or very satisfied. This would be a simple question to conclude the section on employment quality, giving a broad subjective assessment.

How much do you agree or disagree with the following statements describing your job. Do you strongly agree, agree, neither agree nor disagree, disagree or strongly disagree? [SHOW CARD]  
[SatJob] Overall, I am satisfied with my job.

## Relationships between the dimensions

We started from theoretical or conceptual models of employment quality, and used them to identify a variety of dimensions on which work was believed to vary. We used a large selection of questions within two different surveys to attempt to measure each dimension, using factor analysis to identify independent sub-dimensions.

Having constructed these separate measures, we can explore whether these dimensions are all independent or whether they group into a smaller number of dimensions – or indeed whether they are all merely aspects of one dimension.

With the Eurobarometer data, the 17 factor scores identified above were entered into a further factor analysis. Six overall factors emerge which we describe as follows:

1. **“Satisfying work”**: high in general satisfaction, job security and task control, working in a good social environment and moving up.
2. **“Unhealthily stressful work”**: high work intensity leading to stress and problems unwinding, impacting on family and social life, so dissatisfied and wanting to leave.
3. **“Unemployed in the past, but optimistic”**: high levels of unemployment over the previous five years but expecting to move up.
4. **“Physically unhealthy work”**: people who had been injured at work in the last five years, also reporting slightly higher levels of physically tiring work and working in unhealthy conditions.
5. **“Controlled and regular/rigid”**: high concerns about dismissal for poor performance combined with regular or rigid hours of work (it is not clear which from the underlying question).
6. **“Controlled but stuck”**: high concerns about dismissal for poor performance, dissatisfied but stuck.

The factor capturing ‘variety and learning’ does not load strongly on any of these six higher-level factors. The factors capturing general satisfaction, intrinsic rewards, a positive social environment and task control all fall within

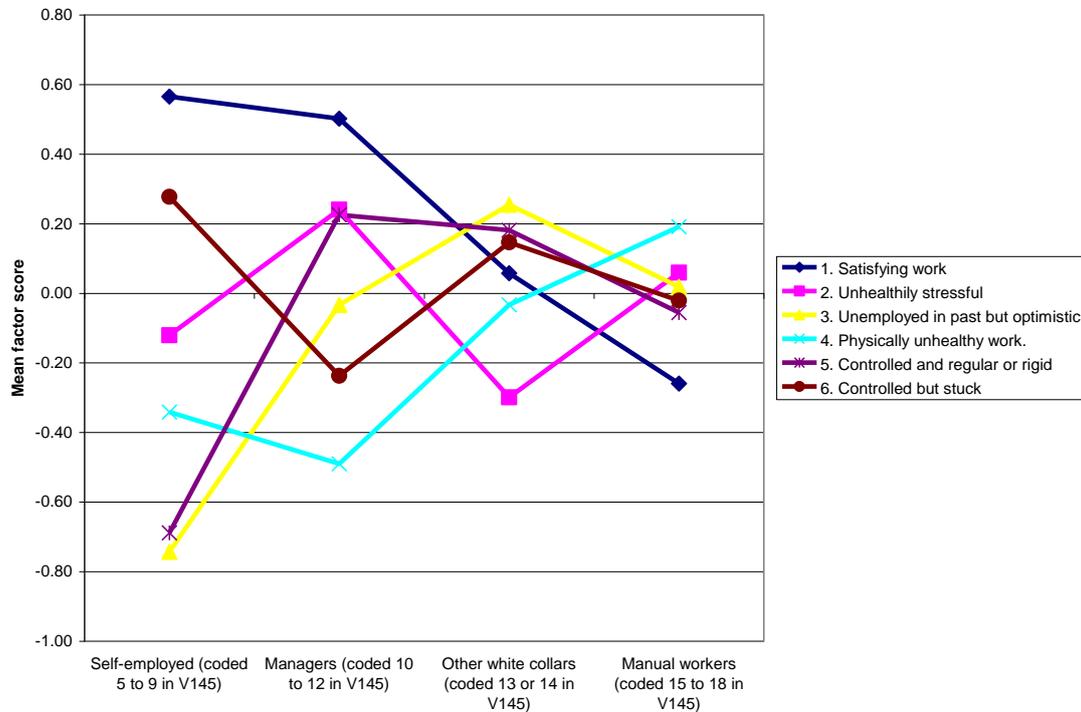
the same higher-level factor ('Satisfying work').

	Component					
	1 Satisfying work	2 Unhealth- ily stressful work	3 Unemploy- -ed in past but optimistic	4 Physically unhealthy work	5 Controlled and regular or rigid	6 Controlled but stuck
Insecurity - unemp exp	-0.18	-0.11	0.64	0.06	0.16	0.07
Insecurity - dismissal concern	-0.05	0.01	-0.19	-0.34	0.51	0.64
Insecurity - org in diffs/job not secure	-0.43	0.34	-0.05	0.11	-0.23	0.23
Progression - moved up	0.60	0.32	0.08	0.17	0.12	0.18
Progression - expected	0.12	-0.11	0.73	-0.08	0.18	-0.11
Progression - dissatisfied but leaving	-0.26	0.48	0.07	-0.38	0.29	-0.30
Progression - dissatisfied but stuck	-0.28	0.18	0.36	0.33	-0.38	0.51
Intensity - general	0.22	0.74	0.10	-0.13	-0.13	0.02
Control - task	0.75	0.24	-0.17	-0.14	0.07	0.10
Control - variety, learning	0.11	0.36	0.21	0.35	0.35	0.01
Flexibility - hours vary wk to wk	0.28	0.23	0.09	-0.24	-0.44	-0.22
Phys conditions - unhealthy (Q41.2)	-0.18	0.57	-0.24	0.32	0.11	-0.16
Social - positive	0.73	-0.12	0.22	0.17	0.12	-0.19
Health - stress, probs unwinding	0.03	0.84	0.08	-0.07	-0.06	0.01
Health - tiring, injured	-0.34	0.05	-0.22	0.57	0.26	-0.22
Intrinsic - positive	0.83	0.03	-0.12	0.11	0.03	0.08
General satisfaction (Q40)	0.73	-0.22	-0.09	0.21	-0.15	0.09

Source: Eurobarometer 56.1 (2001).

Again, we can compute factor scores for each individual on each of these six overall factors, and examine relationships with occupational status (Figure 2). Manual workers report much lower levels of 'Satisfying work' and much higher levels of work which is physically unhealthy. 'Unhealthily stressful' work is reported more by managers and professionals. The two factors with high levels of 'control' over working lives are both higher for lower-status white collar workers than others.

Figure 2: Overall factor scores by occupational group – Eurobarometer data



Source: Eurobarometer 56.1 (2001).

With the EWCS data, we have 20 factor scores but we reduce this to 16, removing the ones with less clear interpretations, noted above. The analysis based on these scores reveals five higher-level factors.

1. **“Hard, unsatisfying work”**: Physically intense work in a poor physical environment, with little task control, working ‘flexible’ hours, with poor social conditions, negative impacts on health, and little satisfaction or sense that the work has intrinsic value.
2. **“Intense but prospects”**: intense work with physical care and/or demanding office work, positive prospects, working ‘flexible’ hours, good social conditions (but some discrimination), negative impacts on health but a positive sense of the value of the work.
3. **“Hard physical work”**: physically intense and still in a poor physical environment, but better security, average task control, reasonable hours, little discrimination, not damaging to health, not lacking intrinsic value and not dissatisfied.
4. **“Not stressful”**: the main loading here is on the factor identifying intense office-based work, but with a negative sign. There is also a weak loading on age/gender discrimination with more intensity accompanied by more discrimination.
5. Difficult to label but having moderate insecurity, some control over

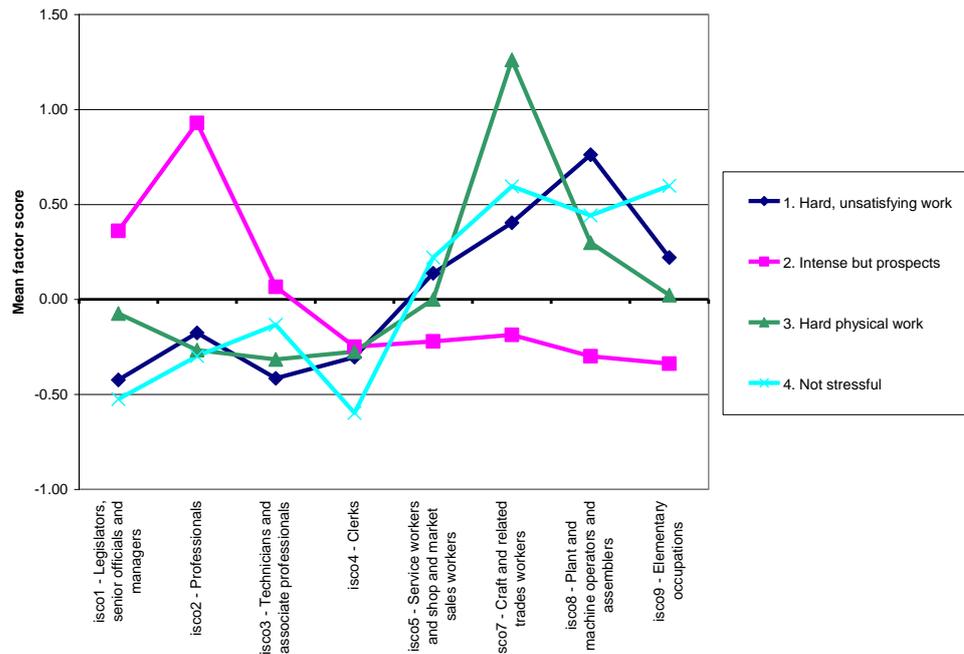
hours, and working with radiation and/or infectious materials.

	1 Hard, unsatisfy- ing work	2 Intense but prospects	3 Hard physical work	4 Not stressful	5
Insecurity - general	.160	-.261	-.439	.162	.392
Progress - trng, prospets	-.364	.529	.004	-.066	.205
Intensity - phys, not IT	.568	.055	.532	.374	.107
Intensity - IT, deadlines	.125	.387	.119	-.652	.278
Intensity - phys care	-.129	.536	-.315	.357	.045
Control - task	-.520	.314	.086	-.203	-.128
Flexibility - flexible wrkr	.405	.413	.054	.130	.179
Flexibility - inflexible hrs	.237	.060	-.281	.213	-.480
Phys conditions - noise, temp, etc	.589	.148	.499	.231	.111
Phys conditions - radiation, infectious	-.023	.382	-.372	.237	.511
Social conditions - general discrimination	.302	.342	-.478	-.056	-.291
Social conditions - good	-.449	.394	.221	.222	-.261
Social conditions - age/gender discrimination	.184	.254	.118	-.312	-.001
Health - negative impacts of work	.595	.475	.024	-.168	-.203
Intrinsic1 - work well done/useful	-.538	.376	.196	.241	-.118
Satisfaction (Q36)	-.736	-.100	.252	.095	.174

Source: EWCS 2005.

Figure 3 shows the relationships between the factor scores and the occupational groups; the fifth factor is omitted. ‘Intense work but with prospects’ is higher for professional and managerial occupations and they also appear to have higher stress (‘not stressful’ is lower). ‘Hard unsatisfying work’ and ‘hard physical work’ are higher for manual occupations. (Self-employed categories are omitted here for simplicity.)

Figure 3: Overall factor scores by occupational group – EWCS data



There are some similarities between the two analyses, in spite of the rather different underlying questions. The first factor in both cases is a fairly broad measure of quality of employment, albeit that one is expressed in positive terms and the other negative. Overall satisfaction, intrinsic value, social conditions and task control all move in the same direction in both cases. With the Eurobarometer data, falling quality is also associated with less sense of upward progression and with rising insecurity. With the EWCS data, falling quality is accompanied by rising physical demands, a worse physical environment, negative impacts on health and a greater likelihood of having to work irregular or anti-social hours.

The second Eurobarometer factor captures work that is intense or stressful in a mental or emotional sense, rather than physically demanding. With the EWCS data, there is one factor identifying work that is intense but rewarding, in the sense of evidence of progression, and another that captures intense but stressful work (in the negative, ‘not stressful’ sense).

Finally, both analyses also produce a factor which simply identifies hard physical work: ‘physically unhealthy’ work in one case, and ‘hard physical work’ in the other.

### **3.3 Attitudes to or beliefs about work**

This sub-domain covers a range of issues about individual's attitudes to work or their beliefs about the benefits of work.

One key attitude is referred to as 'employment commitment' or, more loosely, the 'work ethic'. Low commitment is frequently cited as a cause of unemployment and as part of the 'dependency culture'. Gallie and Alm (2000) suggest that a quarter of the long-term unemployed in the EU are not 'work oriented'. Analysing data from the British Social Attitudes Survey, Esser (2009) argues that the commitment to work in the UK has been weakening in recent years. The response has been to stress the need for 'active labour market policies' and greater sanctions in the benefit system to overcome the supposed reluctance of the unemployed to take up employment opportunities – and increasingly the reluctance of the long-term sick to return to the labour market (Griggs and Evans 2010).

Others see low commitment amongst the unemployed (insofar as it exists) as much as a response to negative labour market experiences as a factor causing unemployment. As noted above, Gallie and Paugam (2003) show that employment commitment is lower for people in lower status occupations but this is due to lower employment quality. Low work commitment may also reflect commitments to other priorities, such as child raising or caring.

Gallie and Paugam use a question which is widely used elsewhere:

Q.30. a) If you were to get enough money to live as comfortably as you would like for the rest of your life, would you continue to work, not necessarily in your present job, or would you stop working?

1. Continue to work
2. Stop working

It may also be useful to capture individuals' beliefs about the labour market and about whether "work pays" or not. This might include views on the quality of jobs available, the complexity of in-work benefits, or the financial costs versus benefits of working. Overall, however, we do not see this as a priority and do not recommend inclusion of questions on attitudes to work.

### **3.4 Experience of activation measures**

Active labour market policies provide a mix of supports and sanctions to encourage individuals who are out of work to engage with the labour market and re-enter employment quickly (Lodemol and Trickey, 2001; Griggs and Evans 2010). The balance between supports and sanctions varies between countries and over time. It might be argued that re-entry to the labour market which results from coercion might be less likely to result in positive benefits in

terms of social inclusion.

In a review of international evidence on the impacts of sanctions, Griggs and Evans (2010) argue that while sanctions may reduce benefit claims and raise exit rates in the short term, the longer term effects are generally negative (for earnings over time, child welfare and job quality). It may be possible to pick up evidence of sanctions being applied from the linked WPLS dataset.

Regardless of whether that data source provides information or not, it would also be useful to include a question on sanctions both for comparability and to have a potentially much larger set of responses.

The FRS already asks whether people are currently on a government training scheme and whether it is part of one of the New Deal gateways. Further topics that could be covered would include past experience of such initiatives to explore whether there were relationships with current risks of poverty or social exclusion. This is perhaps a low priority since the PSE is a relatively blunt instrument to identify and assess the experiences of such a group.

### **3.5 Unpaid work**

Assessing how the burdens of unpaid work within the household are distributed is clearly important for providing a complete picture of living standards, and it is central to debates about intra-household distribution of resources and gender equality. As noted above, the FRS focuses only on unpaid personal care work (other than that normally involved in raising one's own children).

For the PSE 1999, some additional developmental work was undertaken to try to develop efficient measures to capture time use, in order to address this issue. This drew on the work of UN-INSTRAW (United Nations Entity for Gender Equality and the Empowerment of Women) on measuring time use. This captures data for a full 24 hour period. However, during a pilot, the modified UN-INSTRAW method did not work well.

A simpler approach is to use stylized time use question, where respondents are asked to estimate the total amount of time spent on different kinds of activity. An example is the set of questions included in the EWCS (see below). Doubts have been raised about the accuracy of the data derived from such questions and, in general, they are regarded as being subject to high levels of error (UN, 2005).

**EF4.1. How many hours per day are you involved in any of the following activities outside work?**

READ OUT	EF4.									EF4.1.		
	Everyday for 1 hour or more	Everyday or every second day for less than 1 hour	Once or twice a week	Once or twice a month	Once or twice a year	Never	Not applicable	DK	Refusa 1	Number of hours	DK	Ref.
A - Voluntary or charitable activity	1	2	3	4	5	6	7	8	9		88	99
B - Political/trade union activity	1	2	3	4	5	6	7	8	9		88	99
C - Caring for and educating your children	1	2	3	4	5	6	7	8	9		88	99
D - Cooking and housework	1	2	3	4	5	6	7	8	9		88	99
E - Caring for elderly/disabled relatives	1	2	3	4	5	6	7	8	9		88	99
F - Taking a training or education course	1	2	3	4	5	6	7	8	9		88	99
G - Sporting, cultural or leisure activity outside your home	1	2	3	4	5	6	7	8	9		88	99

Eurofound (2007: p123)

It was considered important to try to capture some information on time use beyond hours in paid work. Two stylized questions on time spent on housework and time spent caring for children were therefore included in the pilot in the time use section.

### Providing unpaid care

Our focus is on identifying the level of unpaid caring work being undertaken – equivalent to employment status questions above. We have not tried to assess how we might measure the quality of employment for those involved in unpaid care. This is something that Townsend and others made an initial attempt at within the Booth Centenary Survey but it proved difficult to construct a measure that was comparable to that for paid work.

Undertaking unpaid personal care work may provide some of the social benefits that paid work is thought to offer. It is at least plausible that it provides intrinsic benefits such as a sense of purpose, meaning or identity. It is less obvious that unpaid care work for a friend or family member will provide access to a larger or more supportive social network, for example, since it does not involve contact with an extended network in the same way that paid work or volunteering may do. The PSE 1999 showed that the most important factors that restrict participation in social activities or social networks are lack of money and time. Unpaid work may limit both by limiting the ability to do

more paid work and consuming time that would otherwise be free.

At the moment, it is paid work that is cited much more frequently as limiting social activities. Barnes (2005) has argued that “labour market activity was associated with increased chances of experiencing persistent personal civic exclusion, especially in comparison with those caring for the home or family members” (cited in Levitas et al, 2007: p76).

The main task is to measure the amount of **time spent by individuals in unpaid personal care work** and the types of care they are offering. The FRS has an extensive section on provision of unpaid care by household members as well as the receipt of care by household members. Caring activities are defined quite broadly (see Figure 4 below) and cover adults and children, both giving and receiving care. From 2009/10, questions are asked of each benefit unit and identify:

- who within the benefit unit gives or receives care;
- for those giving care, who they give care to, how often, at what times (day/night), and for how many hours a week; and
- how long the care giving has been going on.

Figure 4: FRS Showcard defining caring activities

CARD D1

**Keeping an eye out, 'being there':**

Being available if needed  
Making your whereabouts known so you can be contacted if needed

**Social support and assistance:**

Sitting with  
Chatting with/ listening to/reading to  
Making/receiving telephone calls to talk to them  
Encouraging them to do things for themselves

**Accompanying on trips out to go:**

Shopping  
To hospital/ GP/optician/dentist/chiroprapist  
To the park/place of worship/restaurant

**Paperwork/official/financial:**

Helping with paperwork  
Dealing with 'officials' (including by phone)

**Home and garden:**

Making meals  
Going shopping for someone  
Washing/ironing/changing sheets  
Cleaning /housework  
Gardening  
Odd jobs/maintenance

**Medical:**

Collecting prescriptions/giving medication  
Changing dressings

**Moving about the home: Giving help with**

Getting up and down stairs  
Moving from room to room  
Getting in and out of bed

**Personal care: help with**

Getting dressed  
Feeding  
Washing/bathing/using the toilet

Note: This is the 2008/9 version. There was an update in 2009/10.

One option is simply to rely on the FRS data and to assume that nothing has changed. That would obviously introduce some error into the analysis. The potential for error could perhaps be reduced by limiting analyses to those

individuals who had longer-established caring relationships at the time of the FRS survey. In other words, we would exclude those with caring relationships that had only been formed in the 6 months prior to the FRS survey on the grounds that they were more likely to be temporary or short-term.

An alternative option is to ask a simple question about whether caring relationships had changed since the FRS and, if they have, to update the information. There is a risk that this may not be very accurate since it is asking the respondent to recall quite a lot of detail – not least, the complex definition of caring on the showcard. On the other hand, it provides an efficient means of covering major changes.

The final option is the most detailed. This would use ‘feedforward’ to check the detail of earlier responses with respondents and update that information fully. It is difficult to know at this stage what proportion of cases would be affected.

Our recommendation is that we rely on the middle option. In 2008/9, 5 per cent of adults indicated that they cared for someone in their household while 6 per cent provide care to people outside their household. In total, 10 per cent of people provided some care.

### **Receiving unpaid care**

Another perspective on unpaid care comes from looking at receipt of such support. This should be covered by the paper on the ‘social resources’ domain. The same FRS data can be used to assess this.

### **3.6 Summary**

As the discussion above has identified, the impacts of work on poverty and social exclusion may be many and varied. They are likely to be contingent on the quality as well as the quantity of paid work undertaken. The benefits of unpaid work will be different to those of paid work, but the two may also interact in complex ways: for someone who is economically inactive, undertaking unpaid work may reduce isolation and bring social participation benefits but the same unpaid work provided by someone already in paid work may lead to greater isolation. It should also be noted that the benefits of paid work are likely to vary over the economic cycle and to depend on a range of aspects of public policy (Bradshaw et al, 2004).

## 4. Recommendations for the PSE main survey

In order to make recommendations about what should be covered in the main PSE survey in relation to the economic participation domain, we have reviewed a range of literature and examined the results of two major surveys. We have also reviewed coverage of these issues in the existing FRS survey and identified questions to fill gaps.

We make the following recommendations on the scope of coverage for this domain:

- we should cover paid work and unpaid work within the household but, in the latter case, the focus will be largely on unpaid caring;
- for paid work, we should cover all adults up to the age of 80 and draw on FRS data on paid work for children; and
- for unpaid work, we should cover caring by adults and by children (relying largely of FRS data but updating as necessary), with brief stylised questions to capture time on housework and childcare.

Table 2 summarises the aspects of employment to be covered in the PSE main survey. The Appendix contains the draft questionnaire.

Table 2: Summary of proposed coverage of economic participation in PSE 2011

Aspect	Summary
Employment and occupational status	Capture details for new entrants Check and update for existing adults
Employment history	Paid work in last 52 weeks. Employment history summary for last 10 years.
Intrinsic rewards	[Intrin1] The work I do is interesting. [Intrin2] I would turn down a better paid job elsewhere to stay with my current organisation. [Intrin3] The work I do is useful.
Job security – experience of unemployment	Captured in employment history questions.
Job security – dismissal threat	[Secur1] I would be dismissed within a month if I did not work hard.
Job security – post	[Secur2] My job is secure
Work intensity – physical	[Intens1] My work is physically demanding or physically tiring.
Work intensity – mental	[Intens2] I work to tight deadlines most or all of the time. [Intens3] I find my work stressful.

Autonomy and control – task control	[Contr1] [Contr2] [Contr3]	I decide the order in which I do tasks. I decide how I do each task. I decide the speed or rate of work.
Flexibility – ‘flexible working’	[Flex1] [Flex2]  [Flex3]	I regularly start work before 8am. I regularly work evenings, nights or at the weekend. I regularly work more than 10 hours in one day.
Flexibility – inflexibility	[Flex4] [Flex5]	I decide what time I start or finish work. It is easy for me to take a couple of hours off work for personal matters.
Physical conditions	[Phys1]  [Phys2] [Phys3]	My workplace is always a comfortable temperature. My workplace is very noisy. There is a lot of smoke, dust or fumes where I work.
Social environment – discrimination	[SocEnv1] [SocEnv2]	I have been subject to bullying or harassment at work. I have felt discriminated against at work.
Social environment – good relations	[SocEnv3] [SocEnv4]	I work with supportive colleagues. I have good friends at work.
General satisfaction	[SatJob]	Overall, I am satisfied with my job.
Career progression	Change in: [Prog1] [Prog2] [Prog3] [Prog4] [Prog5]	The level of skill you use. The variety of tasks you perform. The level of responsibility you have. The level of pay you earn. The level of job security you have
Providing unpaid care		Check for changes since FRS survey and update as necessary.

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## Appendix: Draft employment section for PSE questionnaire

### EMPLOYMENT AND WORKING CONDITIONS

The government considers that employment is a key route out of poverty. The questions in this section provide additional details on the employment and working conditions of the respondent. They have already provided some details on their employment in the previous Family Resources Survey interview but that was mainly about income. In this section, we are interested in other aspects of their employment experience.

#### ASK ALL UNDER 80

[WrkLstYr] *For how many weeks have you done regular paid work in the last 12 months?*

Enter value – 0-52

[source: FRS; if ‘12’, check they are entering weeks not months; guidance – include paid holidays, paid maternity leave, paid sick leave, etc.]

#### ASK ALL UNDER 80

*Looking back over the last ten years, for how many years in total have you been working, whether full- or part-time? [If asked, this should include any time on paid maternity leave, or paid sick leave or any other paid leave.]*

[PdWrkLn] [Record years to one dp – or record as years and months?]

[PdLvLn] *Of this time, did you spend any time on **paid** maternity leave, or **paid** sick leave, or similar? If yes, how many years in total was that? Enter zero if ‘no’. [Similar would include adoption leave. Exclude unpaid leave. Do not include the usual holiday or annual leave.]*

*Of the remaining time:*

[FTLn] \* *how many years were you working full-time?* [i.e. not counting time on paid maternity leave, etc.]

[PTLn] \* *and how many years were you working part-time?* [i.e. not counting time on paid maternity leave, etc.]

[Check totals add up. Holding two or more part-time jobs at the same time may be recorded as full-time employment if the hours were sufficient.]

ASK IF [PdWrkLn less than 10]

*So you were not working for [10 – PdWrkLn] out of the last ten years. Of this time, how many years were you:*

[UnEmLn] \* *unemployed i.e. not working but wanting to work and available to work?*

[InActLn] \* *not working for other reasons?*[student, retired, caring responsibilities, unpaid leave, etc.]

[Check totals add up.]

### **ASK ONLY IF IN EMPLOYMENT OR SELF-EMPLOYED**

How much do you agree or disagree with the following statements describing your job (your main job, if you have more than one). Do you strongly agree, agree, neither agree nor disagree, disagree or strongly disagree? [SHOW CARD]

[Intrin1] The work I do is interesting.

[Intrin2] I would turn down a better paid job elsewhere to stay with my current organisation.

[Intrin3] The work I do is useful.

[Secur1] I would be dismissed within a month if I did not work hard.

[Secur2] My job is secure.

[Intens1] My work is physically demanding or physically tiring.

[Intens2] I work to tight deadlines most or all of the time.

[Intens3] I find my work stressful.

[Contrl1] I decide the order in which I do tasks.

[Contrl2] I decide how I do each task.

[Contrl3] I decide the speed or rate of work.

[Flex1] I regularly start work before 8am.

[Flex2] I regularly work evenings, nights or at the weekend.

[Flex3] I regularly work more than 10 hours in one day.

[Flex4] I decide what time I start or finish work.

- [Flex5] It is easy for me to take a couple of hours off work for personal matters.  
[Phys1] My workplace is always a comfortable temperature.  
[Phys2] My workplace is very noisy.  
[Phys3] There is a lot of smoke, dust or fumes where I work.  
[SocEnv1] I have been subject to bullying or harassment at work.  
[SocEnv2] I have felt discriminated against at work.  
[SocEnv3] I work with supportive colleagues.  
[SocEnv4] I have good friends at work.  
[SatJob] Overall, I am satisfied with my job.

#### **ASK ONLY IF IN EMPLOYMENT OR SELF-EMPLOYED**

I would like you to compare your current job with what you were doing around five years ago (even if you were doing the same job then). For each of the following, would you say there has been a significant increase, a significant decrease, or little or no change?

- [Prog1] The level of skill you use.  
[Prog2] The variety of tasks you perform.  
[Prog3] The level of responsibility you have.  
[Prog4] The level of pay you earn.  
[Prog5] The level of job security you have

#### **UNPAID WORK**

This question would be added to the section on 'Additional Changes' which is address to the HRP only.

*At the last survey, we asked whether people in this household provided any unpaid help, either to others in the house or to friends or relatives outside the household. Have there been significant changes in any caring arrangements since then?*

- [UnPdWk] Yes/No

IF YES

- [UnPdChg] [open response to record changes]