

## Index

- assertive claimants: *see* claimants
- battle of the Boyne (1690), 20, 28
- Belfast
- distribution of jobs in, 19–24, 51, 70–6
  - growth of population of, 20–1
  - industrial development in, 19–24, 69–70, 237 n.3
  - origin of, 19–20
  - unemployment in, 24–6, 52, 56–9, 66–7, 224
- benefits, 2–3, 7, 17, 42–4, 83–91, 146–7, 161, 166–8, 193–9
- social security: *see* social security benefits
  - see also* claimants; doing the double; means test; poverty; Supplementary Benefit scheme; supplementary benefit staff practice
- Beveridge, W., 42, 205
- Beveridge Report, 42
- black economy, 39, 44, 48
- as a route into the formal economy, 99–100
  - differences between Catholics and Protestants in, 47–105, *see also* Catholics and Protestants
  - getting into the, 97–9
  - unemployment and, 14, 39–40, 44, 47–105
  - unemployed Catholics in: *see* doing the double
  - unemployed Protestants in: *see* doing the double
- bureaucracy, 106–7, 136, 138, 140, 158
- office culture in: *see* office culture
  - see also* claimants; Supplementary Benefit scheme; supplementary benefit staff practice
- Catholics, 34–7
- as claimants, 168–74
  - black economy and: *see* doing the double
  - stereotypes of, 55, 70, 73, 168, 199
  - unemployment among, 24, 56, 66
  - see also* Catholics and Protestants; doing the double; sectarian divide
- Catholics and Protestants
- differences between, 21, 23, 27–8, 30, 66–76, 144, 167–8, 172–3, 199, 209–10
  - similarities between, 30–1, 44–6, 210
  - see also* Catholics; Protestants
- Child Poverty Action Group, 109
- claimants, 108–84
- assertive, 15–16; 160–84
  - characterizations of, 120–1, 122–5, 129–34, 163–5
  - learning to be, 136–40, 163–5
  - practical problems and, 154–8
  - relations between bureaucrats and, 107, 112–36, 138, 140–1, 153–4, 183–4
  - reluctant, 15–16, 141–60, 169
  - typology of, 123–5, 129–34, 140, 163, 165–7
  - see also* deserving and undeserving; social security office; Supplementary Benefit scheme; supplementary benefit staff practice
- Cohen, Anthony, 16, 187
- construction industry, malpractice in, 60–3
- debt, 44, 79, 155–8, 174, 177, 182, 211; *see also* means test; poverty
- Democratic Unionist Party (DUP), 70, 168
- Department of Health and Social Security (DHSS), 36, 41, 55, 63, 70–1, 96, 99, 108, 110, 125–6
- deserving and undeserving
- administrative use of distinction between, 3, 15, 106–35, 183–4, 233
  - claimant dispositions and distinction between, 165–84
  - criteria distinguishing between, 1–2, 122–5, 188–9
  - development of distinction between, 4–6

## 260 Index

- deserving and undeserving (*cont.*)  
 disagreement over the classification of people as, 2, 188, 194–5  
 factual basis of distinction between, 1–2, 188  
 ideology of, 1–6, 9–11, 191–2  
 ideology of individualism and, 10–11, 145, 162, 166–84, 191–2, 210–12, 220–2, 235  
 reproduction of distinction between, 4, 108, 112, 129–35, 141, 167, 183–4, 195  
 social use of distinction between, 1–4, 108, 129–35, 165–84, 188  
*see also* claimants; Supplementary Benefit scheme; supplementary benefit staff practice
- discretion, 107, 109–11, 115, 232–3
- discrimination  
 individual, 33–4  
 institutional, 33–4  
 Northern Ireland state and, 33, 69–76, 171  
 sectarian divide and, 21, 28, 33, 69–76  
 unemployment and, 33–4, 69–76, 169–70
- distancing, 16–18, 55, 86, 159, 165–6, 168, 170, 172–3, 176, 187, 190, *see also* symbolic boundaries
- doing the double, 47–105  
 advantages of, 61, 90–1  
 attitudes to, 58, 65, 68; *see also* stereotypes  
 benefit to employers of, 60–4, 104  
 Catholics and, 59–66, 80–3  
 claiming grants and, 64, 173  
 disadvantages of, 63, 64, 104–5  
 evaluation of, 58, 60, 64–5, 68  
 fraud and, 47, 62–3, 108, 122  
 income from, 61, 64, 90–7, 100–1  
 Protestants and, 53–58, 79  
 sectarian divide and, 70–6  
 social networks and, 77, 97–9  
 welfare benefits and, 56, 58, 63–8, 76  
*see also* black economy; deserving and undeserving; employment; unemployment; unemployed people
- domestic organization, and unemployment, 87–90, 93, 144–5, 161, 171–2, 239 n.5
- Donnan, H., 31–2, 72–4
- Eastlough, 16, 34–42
- economy, cultural mediation of, 50–1, 68–76  
*see also* black economy; doing the double, informal economy; local economies; Northern Ireland economy; UK economy
- employers, 62–3, 76, 85–6, 104, 203, 205–6
- employment  
 benefits of, 16–17, 84, 145, 185, 190, 205, 215, 220  
 costs of, 16, 85, 93, 187, 190, 238 n.3  
 differences between Catholics and Protestants in patterns of, 20–7, 33–4, 51–3, 59–61, 66–76  
 histories of: *see* working record  
 ideology of, 16–17, 56, 58, 67–8, 87–8, 145, 187–9, 200, 208, 212, 215, 220–3  
*see also* doing the double; job centre; job hunting; jobs; work
- Employment Training Scheme (ETS), 226, 228–30
- Enterprise Allowance Scheme, 206, 228
- Epstein, A.L., 29
- exceptional needs payments (ENP), 109–10
- Fair Employment Act (Northern Ireland), 34
- Fair Employment Agency for Northern Ireland, reports of, 23–4
- fraud and abuse: *see* doing the double; fraud investigators; Supplementary Benefit scheme
- Fraud Investigator's Guide, 123
- fraud investigators, 55, 60, 63, 70, 91, 122, 182, 241 n.7
- genuinely seeking work test: *see* unemployment
- Gershuny, J.I., 49
- Giddens, A., 12–14
- Goffman, E., 2, 139, 146, 164–5
- Grillo, R.D., 38, 107
- Harland and Wolff ship yard, 51, 224
- Hayes, J., 7, 146, 215
- hidden economy: *see* black economy; informal economy
- identity  
 ethnic, 29, 145  
 occupation and, 86, 145–6, 184, 200–1, 238 n.3  
 unemployment and, 90, 145–6, 166, 168, 200, 220, 223
- ideology, 191, 210–12, 220–3, 235; *see also* deserving and undeserving; employment; individualism
- impression management  
 strategies of, 2, 15, 16–17, 90, 146, 159, 164, 166, 171, 181, 188–9, 195, 203, 218–21
- Income Support (IS), 43, 106, 141, 231–2, 236 n.3, 237 n.1  
 differences from Supplementary Benefit scheme, 231–4  
 social fund: *see* social fund
- individualism  
 definition of, 9  
 explanations of unemployment in terms of: *see* unemployment

- ideas of deservingness and: *see* deserving and undeserving
- ideology of, 9–11, 210–12, 220–2, 235
- informal economy, 48–50,  
demand side of, 98–9  
*see also* black economy; doing the double
- Irish National Liberation Army (INLA), 33
- Irish Republican Army (IRA), 33, 36–7, 60, 62, 73
- Jahoda, M., 7–8, 84, 90, 185, 239 n.3
- Jenkins, R., xii, 9–10, 13, 27, 32–4, 50
- job centre, 26, 78–9, 180, 200, 202–3, 226, 237 n.1
- job-hunting, 53, 78–9, 86, 180–1, 187, 199–208, 212  
doing the double and, 77, 97–100  
importance of personal networks in, 77, 98, 201, 230  
skill level and, 78, 200–1, 205–6
- Job Training Programme (JTP), 228–30
- jobs  
argument between employed and unemployed over, 199–208  
incentives and: *see* work incentives  
latent functions of, 84, 90–1, 185, 220, 238 n.3  
low pay and, 83–97, 175, 187, 191, 210, 212  
social security benefits and, 83–97, 226–7  
status and, 86, 184, 200–1, 238 n.3  
*see also* doing the double; employment; work
- Jobstart Allowance, 228
- Kelvin, P., 8, 90, 124, 140, 145, 152, 165, 201, 208, 215, 239 n.3
- labelling  
in terms of deserving and undeserving, 2–3, 10, 129–34, 165, 187–90  
social processes of, 2–3, 10, 13, 55, 70, 73–4, 124, 129–34, 158–9, 166, 169, 172, 181, 183, 223  
*see also* stereotyping
- labour markets, 71–2, 86, 161, 203–4  
local, 72
- Lipsky, M., 107, 111, 136–7, 141, 153
- local economies, 50, 72–6  
in Catholic west Belfast, 59–60, 66–8  
in east Belfast, 54, 56, 66–7
- low pay: *see* jobs; work incentives
- McFarlane, G., 31–2, 72–4
- malingering: *see* unemployment, scrounging and
- Mallon Park, 16, 34–42
- managerial ideology, 10
- marital relations, unemployment and: *see* domestic organization
- Marsden, D., 42, 77, 103, 142
- means test  
administration of, 5–6, 15, 43–4, 106–35, 141–2  
deficiencies of, 42, 118  
harshness of, 6; *see also* debt; poverty  
justice in, 136  
poverty and, 42, 44, 121, 125  
stigma of: *see* stigma  
take up of, 121, 126, 141–3, 239 n.7  
*see also* deserving and undeserving; poverty; Supplementary Benefit scheme; supplementary benefit staff practice; unemployed people
- National Assistance, 42, 137, 142
- Northern Ireland economy  
Belfast's position in, 20, 69; *see also* Belfast development of, 19–27, 69  
sectarian nature of, 21, 23–5, 69–76; *see also* discrimination  
unemployment in, 24–7, 224–6  
*see also* black economy; doing the double; local economies; sectarian divide
- Northern Ireland state, 27  
contested legitimacy of, 33–4, 73, 75, 209–10  
direct rule in, 27  
discrimination in, 21, 33–4, 69–76, 171  
establishment of, 27  
Protestant control of, 20, 28, 30, 69–70, 209–10  
sectarian nature of: *see* sectarian divide
- Nutman, P., 7, 146, 215
- office culture, 112, 124, 132–3; *see also* bureaucracy; supplementary benefit staff practice
- Official Unionist Party (OUP), 70
- Orange Order, 21, 27, 69, 72
- Pahl, R.E., xii, 49–50, 56, 97, 99, 239 n.3, 241 n.4  
partition of Ireland, 27, 33  
Payments for Debt Act (Northern Ireland), 237 n.3  
plantation of Ireland, 19, 28, 33  
policy process, 107, 111  
Poor Law Amendment Act of 1834, 6, 108  
Poor Laws, 5–6, 108, 110, 141–2  
poverty, 4–6, 11, 21, 42–4, 68, 104, 113, 121, 125, 156, 208, 234–5; *see also* debt; means test; Poor Laws; unemployment principle of less eligibility, 6

## 262 Index

- Protestants, 37–8  
 as claimants, 174–83  
 black economy and: *see* doing the double  
 stereotypes of, 73–4, 199  
 unemployment among, 24, 51–3, 56–8  
*see also* Catholics and Protestants; doing the double; sectarian divide
- redundancy, 26  
 payments for, 207
- reluctant claimants: *see* claimants
- replacement ratios, 91–96, 239 n.6
- Restart programme, 227–30
- scrounging: *see* unemployment
- sectarian divide, 27–34, 36  
 all-embracing nature of, 27–8  
 anthropological research into, 31–3  
 discrimination and, 28, 33, 69–76  
 ethnic nature of, 29–31  
 Northern Ireland economy and, 21, 23–5, 69–76, 237 n.3  
*see also* black economy; Catholics; Catholics and Protestants; doing the double
- self-employment, 206–8
- Short Brothers, 51, 71–2, 79, 224
- single mothers, 109, 113, 123–4
- Sinn Féin, 33, 37, 70, 117
- Social Democratic and Labour Party (SDLP), 70
- social division of welfare, 101–3
- social fund, 231–3
- social policy  
 black economy and, 39–40  
 bureaucracy and, 107  
 ideologies of deserving and undeserving in, 3, 235  
 unemployment and, 5–6, 234  
*see also* Supplementary Benefit scheme
- social security benefits  
 abuse of, 47, 63, 101–3, 108, 122–5  
 jobs and, 83–97, 204–5  
 reforms of, 3, 109–11, 227, 231, 241 n.3  
 social division of welfare and, 101–3  
 take up of: *see* means test  
 wages and, 83–97, 204–5  
 work incentives and, 7, 64–5, 83–7, 96, 175, 196–8, 204–5, 226, 238 n.2, 239 n.6  
*see also* claimants; doing the double; Supplementary Benefit scheme; unemployed people
- Social Security (Northern Ireland) Order 1980, 110
- social security office (SSO), 108, 111, 136, 239 n.1, 241 n.3
- conditions in, 112, 119–21, 140
- queueing in, 120–1, 137–40
- staff practice in: *see* supplementary benefit staff practice
- violence in, 120–1
- waiting in, 120–1, 137–40  
*see also* bureaucracy; claimants; Supplementary Benefit scheme
- stereotyping, 55, 70, 73–5, 131, 168, 199, 214, 223  
*see also* Catholics; labelling; Protestants
- stigma  
 by association, 139, 213, 243 n.7  
 Erving Goffman's theory of, 164  
 unemployment and, 3, 56, 144–5, 160, 162, 165–7, 200, 204, 235  
 welfare benefits and, 122, 128, 130–1, 142–5  
*see also* unemployed people
- supplementary benefit: *see* claimants; social security benefits; Supplementary Benefit scheme; supplementary benefit staff practice
- Supplementary Benefit (SB) scheme  
 abuse of, 47, 108, 122–5, 240 n.6  
 additional requirements (ARs) in, 43, 109, 112, 119, 152, 231  
 development of, 109  
 distinction between deserving and undeserving in, 15, 108, 122–5, 129–35  
 interviewing officers (IO) in, 113–16, 139  
 knowledge of claimants about, 117–19, 126–7, 143, 151, 162  
 long-term scale rate (LTSR) of, 108, 113, 118, 231  
 non-voluntary nature of, 112, 141, 153  
 provision of information about, 111–14, 116–19, 126–7, 162  
 provisions of, 43, 109, 152  
 resource constraints on, 111, 119–122  
 single payments in, 43, 109–12, 119, 121, 152, 196–9, 231  
 visiting officers (VO) in, 113–18, 149–51  
*see also* bureaucracy; claimants; deserving and undeserving; doing the double; Income Support; means test; poverty; social security benefits
- supplementary benefit staff practice, 108–35  
 deserving and undeserving and: *see* deserving and undeserving  
 deviation from official policy of, 111–13, 116, 125, 128  
 effects on claimants of, 15, 112–13, 128–31, 140, 148  
 ideals of, 110  
 moral classification of claimants and: *see* deserving and undeserving

- response of claimants to, 15, 112, 131–3, 140, 167  
*see also* Supplementary Benefit scheme
- Supplementary Benefits Commission (SBC), 44, 109, 142
- symbolic boundaries, 16–18, 124, 134, 177, 187–90, 194, 241 n.1; *see also* distancing
- Tawney, R.H., 189, 235
- Titmuss, R., 101–3
- unemployed people
- activities of, 12, 45–6, 188, 215–16
  - as claimants: *see* claimants
  - black economy and: *see* black economy; doing the double
  - choices open to, 12, 14
  - deserving and undeserving: *see* deserving and undeserving
  - domestic organization and: *see* domestic organization
  - employed's expectations of, 186, 188–90, 199, 203, 209, 213–16
  - employed's views of, 185–223
  - feelings of shame amongst, 89, 128, 144–5, 160, 162, 167
  - friends and, 77, 79, 82, 98–9, 108, 160–2, 170–3, 188, 201–4, 213–14
  - identity and: *see* identity
  - interaction with the employed, 185–90, 193, 195–6, 201–2, 216–19
  - isolation of, 3, 45–6, 162, 166, 188–9, 215, 223
  - job-hunting and: *see* job-hunting
  - kin and, 44, 77, 79, 98, 156, 160–2, 170–1, 174, 188, 195–6, 213–14, 216, 243 n.6
  - life-style for, 213–19, 241 n.2
  - means-tested benefits and, 42, 83–97, 113, 116–19, 193–99; *see also* means test
  - stigmatization of, *see* stigma
  - variation amongst, 11, 44–5, 58, 66–7, 77, 84, 163–84, 191, 212
  - see also* Catholics; Protestants; Supplementary Benefit scheme; unemployment
- unemployment
- early research into, 6–7
  - effects of, 11, 45–6, 145–6, 185, 208–9
  - explanations of, 11, 74, 161, 168–84, 186–7, 191–2, 209–10, 217–22, 242 n.5
  - genuinely seeking work test and, 6, 141, 226–9, 236 n.2
  - in Belfast, 21, 24–6, 56–8, 66, 224
  - in Northern Ireland, 24–7, 224–6
  - in United Kingdom, 24–7, 224–7
  - jobs and: *see* jobs
  - modern research into, 7–12, 236 n.3
  - political economy of Northern Ireland and, 19–27
  - poverty and, 11, 42–3, 152–8, 208–9, 234–5
  - social density of, 162, 169–70
  - scrounging and, 78, 86, 88, 108, 122, 133, 147–9, 161, 169, 181, 187, 189, 199, 205, 211–12, 214, 222, 226
  - sectarian divide and: 19–27; *see also* sectarian divide; doing the double
  - stage (phase) theory of, 7–8
  - United Irish Movement, 20
  - United Kingdom economy, 22–5, 224–5
- Wadel, C., 17, 121, 147, 164, 185–6, 218
- wages
- domestic organization and, 87–9
  - perception of, 87–9
  - see also* employment; jobs; low pay; work
- Weber, M., 106, 164
- welfare dependency
- culture of, 3, 227, 234–5
  - supposed effects of, 3–7
  - see also* deserving and undeserving; social policy
- work
- as an activity, 84, 90–1, 238 n.3
  - ethic of, 17, 23, 68, 84–5, 123, 146, 198, 200, 212, 235; *see also* employment, ideology of
  - identity and: *see* identity
  - paid work: *see* employment; jobs; low pay
  - wages and: *see* wages
- workhouse test, 6
- work incentives, 7, 64–5, 83–7, 96, 175, 196–8, 204–5, 226, 238 n.2, 239 n.6; *see also* jobs; means test
- work role, 16–17, 185; *see also* doing the double; employment, ideology of; jobs; unemployment
- working record, 187, 218
- Youth Training Scheme (YTS), 227