

# Non-Government Welfare Organisations in Australia: A National Classification

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## NON - GOVERNMENT WELFARE ORGANISATIONS IN AUSTRALIA : A NATIONAL CLASSIFICATION

by

Vivienne Milligan , Jill Hardwick ,

Adam Graycar



**Social Welfare Research Centre**

THE UNIVERSITY OF NEW SOUTH WALES

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CONTENTS

TABLES	iv
PREFACE	ix
1. INTRODUCTION	1
. NGWOs in Australia - a Brief Background	4
. A Comparison of Viewpoints on the Roles of NGWOs	8
. The Present Study.	12
2. THE DEVELOPMENT OF A METHODOLOGY FOR SURVEYING AUSTRALIAN NGWOs	15
. Definition of the Sample Population	15
. Sampling Procedure	17
.. Choice of LGAs	17
.. Selection of NGWOs	22
. Design of the Questionnaire	23
. Survey of Organisations	24
. Survey Results and their Statistical Application.	26
TECHNICAL NOTE: ESTIMATES OF THE NUMBER OF NGWOs IN AUSTRALIA	29

3.	NON-GOVERNMENT WELFARE ORGANISATIONS:	
	A CLASSIFICATORY FRAMEWORK	39
	. Introduction	39
	. Construction of the NGWO	41
	Classification System	41
	.. Function	42
	.. Target Group	52
	.. Role	55
	.. Area.	59
4.	CLASSIFICATION OF A SAMPLE OF AUSTRALIAN NGWOs	61
	. Frequency Distribution	61
	.. Function	61
	.. Target Group	70
	.. Role	77
	.. State of Location	81
	.. Geographical Extent of Service	81
	.. Age of Organisation	82
	. Interrelationships within the Classification System	83
	.. Function and Expressed Role	83
	.. Function and State of Location	85
	.. Function and Age of Organisation	87
	.. Function and Geographical Extent of Service	89
	.. Function and Target Group	91
	.. Role and other Dimensions	94
	.. State of Location by Age	97
	. Conclusion.	97

5.	INCOME AND RESOURCES	99
.	Income Level of NGWOs	99
.	Source of Income for NGWOs	102
.	Government Funding	105
.	Other Resources	112
.	Government Funding, Autonomy and Accountability	113
.	Tables.	116
6.	STAFFING	137
.	Paid Staff	137
.	Volunteers	141
.	Tables.	144
7.	ESTIMATES OF THE NON-GOVERNMENT SECTOR	165
APPENDIX I:	PRELIMINARY CLASSIFICATION (BASED ON UWASIS) OF ORGANISATIONS IDENTIFIED IN 92 LOCAL GOVERNMENT AREAS	172
APPENDIX II:	LETTER AND QUESTIONNAIRE	173
APPENDIX III:	TABLE OF CONFIDENCE INTERVAL ESTIMATES OF PROPORTIONS FOR VARYING SAMPLE SIZES	187
BIBLIOGRAPHY		188

TABLES

2.1.	SAMPLE OF LOCAL GOVERNMENT AREAS	19
2.2.	STATE DISTRIBUTION OF IDENTIFIED, SURVEYED AND RESPONDING NGWOs	23
2.3.	COMPOSITES OF POINT ESTIMATES FOR EACH STATE	31
2.4.	POINT ESTIMATES OF TOTAL NUMBER OF ORGANISATIONS BY STATE	32
2.5.	INTERVAL ESTIMATES (AND THEIR DERIVATION) FOR TOTAL NUMBER OF ORGANISATIONS IN THE MORE POPULOUS STRATUM BY STATE	33
2.6.	POINT ESTIMATES OF TOTAL NUMBER OF ORGANISATIONS FOR EACH STRATUM FOR ALL STATES	34
2.7	INTERVAL ESTIMATES OF TOTAL NUMBER OF ORGANISATIONS FOR EACH STRATUM FOR ALL STATES	34
3.1.	CLASSIFICATION OF NON-GOVERNMENT WELFARE ORGANISATIONS	43
3.2.	CLASSIFICATION OF NGWO FUNCTION	47
3.3.	CLASSIFICATION OF TARGET GROUP	53
3.4.	CLASSIFICATION OF NGWO EXPRESSED ROLE	57
3.5	CLASSIFICATION OF NGWO ASSIGNED ROLE	58
3.6.	CLASSIFICATION OF AREA	59
4.1.	NON-GOVERNMENT WELFARE ORGANISATIONS: BROAD FUNCTIONS	62
4.2.	NON-GOVERNMENT WELFARE ORGANISATIONS: SPECIFIC FUNCTIONS	64
4.3.	SELECTED ORGANISATIONS WITH TWO FUNCTIONS: MOST FREQUENT COMBINATIONS OF SPECIFIC FUNCTIONS	68
4.4.	NGWOs : COMBINATIONS OF BROAD FUNCTIONS PERFORMED BY ORGANISATIONS	69
4.5.	NUMBER OF SETS OF IDENTIFYING CHARACTERISTICS USED BY NGWOs TO DESCRIBE TARGET GROUPS	71
4.6.	RELATIVE IMPORTANCE OF SEVEN IDENTIFYING CHARACTERISTICS USED TO DEFINE TARGET GROUP	72

4.7.	GENDER OF TARGET GROUP OF NGWOs	74
4.8.	LIFESTAGE OF TARGET GROUP OF NGWOs	74
4.9.	ETHNICITY OF TARGET GROUP OF NGWOs	74
4.10.	INCOME LEVEL OF TARGET GROUP OF NGWOs	75
4.11.	SOCIAL RELATIONSHIP OF TARGET GROUP OF NGWOs	75
4.12.	PERSONAL - INSTITUTIONAL RELATIONSHIP OF TARGET GROUP	76
4.13.	DISABILITY STATUS OF TARGET GROUP	76
4.14.	EXPRESSED ROLE OF NGWOs	78
4.15.	ASSIGNED ROLE OF NGWOs	78
4.16.	COMBINATIONS OF ASSIGNED ROLE OF NGWOs	79
4.17.	GEOGRAPHICAL EXTENT OF NGWO SERVICE	81
4.18.	PERIOD OF FOUNDATION OF NGWOs	82
4.19.	FUNCTIONS OF NGWOs BY EXPRESSED ROLE	84
4.20.	FUNCTIONS OF NGWOs BY STATE	86
4.21.	FUNCTIONS OF NGWOs BY PERIOD OF FOUNDATION	88
4.22.	FUNCTIONS OF NGWOs BY GEOGRAPHICAL EXTENT OF SERVICE	90
4.23.	ROLE OF NGWOs BY STATE	95
4.24.	PERIOD OF FOUNDATION OF NGWOs BY ROLE	96
5.1.	INCOME OF NGWOs - 1980	116
5.2.	INCOME OF NGWOs (ADJUSTED) : 1971, 1976, 1980	116
5.3.	NGWO INCOME BY FUNCTION	117
5.4.	NGWO INCOME BY PERIOD OF FOUNDATION	118
5.5.	NGWO INCOME BY AGE	118
5.6.	NGWO INCOME BY ROLE	119
5.7.	NGWO INCOME BY STATE	119

5.8.	NGWO INCOME BY LIFESTAGE OF TARGET GROUP	120
5.9.	NGWO INCOME BY GENDER OF TARGET GROUP	120
5.10.	NGWO INCOME SOURCES	121
5.11.	NGWOs RECEIVING INCOME FROM VARIOUS SOURCES: MEAN PROPORTION OF INCOME RECEIVED	122
5.12.	NGWO INCOME SOURCES : MEAN PROPORTION OF TOTAL INCOME RECEIVED	123
5.13.	NGWO INCOME SOURCES : PROPORTION OF INCOME RECEIVED	124
5.14.	NUMBER OF SOURCES OF INCOME FOR NGWOs	124
5.15.	COMBINATIONS OF FUNDING SOURCES REPORTED BY NGWOs	125
5.16.	MAJOR INCOME SOURCE BY FUNCTION	126
5.17.	MAJOR INCOME SOURCE BY ROLE	126
5.18.	CHANGES IN SOURCE OF INCOME OVER THE LAST 5 YEARS	127
5.19.	NUMBER OF LEVELS OF GOVERNMENT FUNDING REPORTED BY NGWOs	127
5.20.	NGWOs RECEIVING INCOME FROM GOVERNMENT: PROPORTION OF INCOME RECEIVED	128
5.21.	NGWOs RECEIVING INCOME FROM GOVERNMENT: MEAN PROPORTION RECEIVED BY INCOME LEVEL	128
5.22.	NGWOs RECEIVING INCOME FROM GOVERNMENT: MEAN PROPORTION RECEIVED BY FUNCTION	129
5.23.	NGWOs RECEIVING INCOME FROM GOVERNMENT: MEAN PROPORTION RECEIVED BY ROLE	129
5.24.	NGWO INCOME SOURCE : MEAN PROPORTION OF TOTAL INCOME RECEIVED BY INCOME LEVEL OF ORGANISATIONS	130
5.25.	NGWO INCOME SOURCES : MEAN PROPORTION OF TOTAL INCOME RECEIVED BY FUNCTION	131
5.26.	NGWO INCOME SOURCES : MEAN PROPORTION OF TOTAL INCOME RECEIVED BY ROLE	132
5.27.	NGWO INCOME SOURCES : MEAN PROPORTION OF TOTAL INCOME RECEIVED BY STATE	133

5.28.	NGWO INCOME SOURCES : MEAN PROPORTION OF TOTAL INCOME RECEIVED BY PERIOD OF FOUNDATION	134
5.29.	PREMISES OF ORGANISATIONS	135
5.30.	SUBSIDIES OR CONCESSIONS TO ORGANISATIONS	135
5.31.	METHODS OF FUNDRAISING	136
5.32.	NGWO FUNCTION BY DESCRIBED FINANCIAL POSITION	136
6.1.	DISTRIBUTION OF PAID STAFF IN NGWOs	144
6.2.	DISTRIBUTION OF PAID STAFF BY NGWO FUNCTION	145
6.3.	PAID STAFF AND VOLUNTEERS IN NGWOs : MEAN AND MEDIAN NUMBER BY NGWO FUNCTION	146
6.4.	DISTRIBUTION OF PAID STAFF BY NGWO ROLE	147
6.5.	PAID STAFF AND VOLUNTEERS IN NGWOs : MEAN AND MEDIAN NUMBER BY NGWO ROLE	147
6.6.	DISTRIBUTION OF PAID STAFF IN NGWOs BY STATE	148
6.7.	PAID STAFF AND VOLUNTEERS IN NGWOs : MEAN AND MEDIAN NUMBER BY STATE	148
6.8.	DISTRIBUTION OF PAID STAFF IN NGWO BY PERIOD OF FOUNDATION OF ORGANISATION	149
6.9.	PAID STAFF IN NGWOs : MEAN NUMBER BY NGWO PERIOD OF FOUNDATION	149
6.10.	DISTRIBUTION OF PAID STAFF IN NGWOs BY NGWO INCOME	150
6.11.	PAID STAFF AND VOLUNTEERS IN NGWOs : MEAN AND MEDIAN NUMBER BY NGWO INCOME	150
6.12.	PAID STAFF AND VOLUNTEERS IN NGWOs : MEAN AND MEDIAN NUMBER BY PROPORTION OF NGWO INCOME RECEIVED FROM GOVERNMENT	151
6.13.	PAID STAFF AND VOLUNTEERS IN NGWOs : MEAN PROPORTION OF TIME SPENT ON VARIOUS ACTIVITIES	152
6.14.	PAID STAFF IN NGWOs : MEAN PROPORTION OF TIME SPENT ON VARIOUS ACTIVITIES BY NGWO FUNCTION	152
6.15.	MEAN NUMBER OF VOLUNTEERS BY NUMBER OF PAID FULL TIME STAFF IN NGWOs	153

6.16.	MEAN NUMBER OF VOLUNTEERS BY NUMBER OF PAID PART TIME STAFF IN NGWOs	153
6.17.	SEX COMPOSITION OF STAFF IN NGWOs	154
6.18.	SEX COMPOSITION OF PAID STAFF BY NGWO FUNCTION	155
6.19	SEX COMPOSITION OF PAID STAFF IN NGWOs BY PERIOD OF FOUNDATION OF ORGANISATION	155
6.20.	NGWOs : WHETHER PAID STAFF REGULARLY WORK OVERTIME	156
6.21.	NGWOs : WHETHER STAFF WERE PAID FOR OVERTIME WORK	156
6.22.	IN-SERVICE TRAINING FOR PAID STAFF	156
6.23.	NGWOs PROVIDING IN-SERVICE TRAINING : AGENCY PROVIDING TRAINING	156
6.24.	MANAGEMENT OF ORGANISATION	157
6.25.	SEX COMPOSITION OF NGWO PERSONNEL	157
6.26.	DISTRIBUTION OF VOLUNTEERS IN NGWOs	157
6.27.	DISTRIBUTION OF VOLUNTEERS BY NGWO FUNCTION	158
6.28.	VOLUNTEERS IN NGWOs : MEAN AND MEDIAN NUMBER AND MEAN HOURS WORKED BY NGWO FUNCTION	159
6.29.	DISTRIBUTION OF VOLUNTEERS IN NGWOs BY NGWO ROLE	159
6.30.	DISTRIBUTION OF VOLUNTEERS IN NGWOs BY STATE	160
6.31.	DISTRIBUTION OF VOLUNTEERS IN NGWOs BY PERIOD OF FOUNDATION OF ORGANISATION	160
6.32.	DISTRIBUTION OF VOLUNTEERS IN NGWOs BY NGWO INCOME	161
6.33.	VOLUNTEERS IN NGWOs : MEAN PROPORTION OF TIME SPENT ON VARIOUS ACTIVITIES BY NGWO FUNCTION	161
6.34.	SEX OF VOLUNTEERS BY NGWO FUNCTION	162
6.35.	SEX OF VOLUNTEERS BY NGWO ROLE.	163
7.1.	ESTIMATED NUMBER OF NGWOs BY FUNCTION	167
7.2	ESTIMATED NUMBER OF NGWOs BY STATE	168
7.3	ESTIMATED NUMBER OF PAID STAFF AND VOLUNTEERS IN NGWOs	168
7.4	ESTIMATED INCOME OF NGWOs	169

## PREFACE

This study of non-government welfare organisations (NGWOs) is the first of its kind undertaken in Australia, and as far as we are aware, the first comprehensive national overview of any country's NGWOs. This volume is the result of a long and protracted research process and reports only a fraction of the data collected. It does not emphasise interpretation but this is an obvious next step from the reporting of data. It does however produce highly original material on two counts. First it presents a new classification system for describing NGWOs. Second it presents a compendium of the accumulated data about the number of NGWOs in Australia, about what they do, and to whom, why and where they do it. There is also detailed information about NGWO income and staffing patterns.

The genesis and gestation occurred over a number of years. When the Social Welfare Research Centre (SWRC) was established in January 1980 a member of the Advisory Committee, Mr. David Scott, suggested that a valuable project would be a 'census' and overview of NGWOs in Australia. There had never been a realistic estimate of numbers of NGWOs, and associated questions about their functions and roles were in the realms of speculation. Discussions took place throughout March and April 1980 between the Secretary General of the Australian Council of Social Service (ACOSS) and the Director of the SWRC and on April 22 1980 an agreement was reached in which ACOSS, with support from the SWRC, would 'develop a classification (or typology) of Australian non-government welfare sector activities'. The project was to commence on May 1 1980 and be completed on April 30 1981.

The task was enormous, and as 1980 progressed, numerous meetings were held at which sampling procedures and questionnaire design were refined. Chapter 2 details the sampling and questionnaire process. The size of the task made us move from a projected completion date of early 1981 to late 1981 and ultimately 1982. The analysis of the data was slow and painstaking, for we realised we had an enormously rich collection which would advance our theoretical as well as our empirical knowledge. Much of the analysis took place in the first half of 1982

and it was decided then to hold a major public seminar on June 17 1982 to report the results. Many issues were addressed on that day but we began to be uneasy about the nature of the classification because it appeared to confuse function of the organisation (what the organisation does) with its target population (to whom it provides its service). A difficult decision was taken to re-analyse every questionnaire to see if the classification could be sharpened. This led to several months' work revising the classification. This resulted in a new classification early in 1983, and all the coding and computing started once again. Analytical work proceeded throughout 1983 and 1984, though staff resources devoted to the project had diminished considerably. (SWRC had taken over the whole of the project in 1982). Although the process was long and laborious the material presented is unique, and despite the time lag, quite relevant today.

The development of any classification involves making judgements on the characteristics of organisations which are to be categorised. When dealing with NGWOs, it is overwhelmingly obvious that no two NGWOs are the same and, in any classification, information is lost about the individual character of that organisation. For example, in the classification which follows, we reduced the activities of NGWOs to 13 functions, but to do full justice to the organisations we would have needed hundreds of categories. We expect that our judgements and our reductions will generate debate on the appropriateness of classification systems, and on the suitability of specific entries.

As is explained in detail in the text below, the information on the magnitude of the NGWO sector is derived from a sample of organisations only and we are not able to give precise counts, but rather estimates within ranges. These estimates are very broad because the sector itself is so diverse and our sampled NGWOs have markedly different characteristics. Readers should turn to Chapter 7 (page 165) for the tables from which these estimates are derived.

There are between 26,000 and 49,000 NGWOs in Australia. These NGWOs have a total income of between \$2.3 billion and \$5.9 billion per annum. Of this, approximately 37% comes from government and 49% is raised by the organisations themselves from fundraising and donations,

membership dues, fees for service and investments. More work needs to be done to be able to provide an accurate estimate of staff numbers in NGWOs, but the information from the survey indicates there are somewhere between 152,000 and 601,000 full-time employees, between 122,000 and 398,000 part-time employees, and between 584,000 and 1.7 million volunteers. It is clear that we are dealing with an industry of some considerable magnitude.

In the classification of NGWOs 45 specific functional areas in 13 broad categories have been used to describe what the organisations do. In broad terms, around 20% of organisations are involved in **Accommodation**, in **Community action**, in **Social development** and in **Personal care** services. The next most commonly occurring functional areas are those of **Therapeutic care**, **Service support** and **Health**. **Education**, **Information**, **Employment**, **Income support** and **Protection** functions make up the remainder of the broad areas in which significant numbers of NGWOs operate. Although only 1200 or less organisations are **Multifunctional**, approximately 60% of NGWOs are involved in a major way in two of the thirteen functional areas identified.

While this is the first monograph reporting across the range of the data from the survey, other SWRC Reports and Proceedings have dealt with some aspects of NGWOs in Australia, namely numbers 17, 25 and 28 (see back cover). There is still an important outstanding task that involves an analysis of the social, political and economic impact of NGWOs in our society and the complex relationships between NGWOs and governments. We believe the data reported here will give future researchers a good start for an analysis of such issues. In this way, the report represents the beginning, and not the end, of an exciting research exercise.

Our study has benefited from the assistance of many people who have made their contributions in different ways and at different stages. For the first eighteen months, Joan Levett worked more than full time on designing and conducting the survey of NGWOs. Joan's extensive knowledge of welfare systems in Australia and her meticulous approach to the research process ensured that a high quality data base was obtained for the project. Joan also contributed to the analysis of the survey results in its initial stages. This analysis was halted when a decision

was made to develop an original classification system. The conceptual framework of the new classification, described in Chapter 3, was expertly developed by Ian Yates who also undertook the painstaking task of recording each of the sampled organisations on the new classification. The work of Joan and Ian forms the foundation upon which this final report is based.

Throughout the progress of the study, smaller, but equally vital, contributions were made by many others. Officers of the Australian Bureau of Statistics provided advice and assistance on the sample design. Officers from local government authorities around Australia helped us obtain our sample. Colleagues in the SWRC, and in this and other universities, at ACOSS and in other Councils of Social Service provided advice and an audience when we needed to test ideas. Some of those mentioned above constituted the Consultative Committee which met on a regular basis and guided the research process in the early stages.

Jerry Moller was involved, at the commencement of the project, in sample design and the provision of invaluable computing assistance. Bruce Bradbury provided computing assistance in the final stages. Janet Lavis, Sue Findlay, Colleen Shipman and Jean Sudana undertook the laborious task of collating and coding all the survey information. Chris Rossiter, David Scott and Mark Lyons read the manuscript in its penultimate form. Jenny Young cheerfully typed and re-typed many drafts and Carol Wilson did the impossible job of typing the final report. A special note of thanks goes to Margaret McAllister who through 1980 and 1981 worked tirelessly to set up and co-ordinate the project. Our greatest debt is to the many hundreds of NGWO staff and volunteers who took the time to complete our very lengthy questionnaire.

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## CHAPTER 1: INTRODUCTION

'Social welfare' is a broad term which describes systems of allocations in any society in which benefits are distributed to individuals and communities so that they might attain a certain standard of living and/or quality of life. This structure of benefits and their distribution is intensely political, for there is often great disagreement about why anything should be allocated, what it is that is allocated, who the recipient ought to be, how generous the allocation ought to be, who should do the allocating, and how it might be financed.

Social welfare is one of the largest industries in all Western societies yet the rationale for the industry and statements of its major objectives seem to suffer from a lack of conceptual clarity. There are divergent explanations for the development of the welfare system and ambiguity about the role of the state within that system. When justifications are given for interventions into market situations, any of the following are listed as operational options: to provide a basic subsistence standard of living below which no citizen should be allowed to fall; to compensate individuals or communities for personal accidents, injuries or disabilities, or societally induced malfunctions; to make an investment for the future of the society through features such as the education system, preventive health programmes, rehabilitation programmes and so on; to protect the community against both juvenile and adult delinquents; to ensure that people facing short-term crises can be helped over them; to ensure that the work force (and potential defence forces) are sufficiently healthy and literate so as to be able to function adequately in their roles; to redistribute income and resources in a society. These, and many other grounds, are the conceptual building blocks for a social welfare system, and clearly the final mix of these will be determined by community values and the interplay of economic and political forces.

These factors and forces will naturally influence the way in which welfare is understood and consequential policy options are proposed. One school of thought sees poverty and inability to cope as an example of individual deficiency, emphasising that one's poverty as well as other attendant problems are associated with one's inability to function adequately within the norms of our society. To welfare theorists who hold this view, the intervention strategy is to 'provide services', broadly speaking, to the disadvantaged so that they might be rehabilitated and helped to become more able to cope, as self-sustaining, norm-abiding members of the larger society.

Another school of thought argues that the social structure itself is the cause of individual 'deficiency', and in this school the focus is on macro issues that might shape the structure of society; on broad and comprehensive social planning; and on integrating the various statutory and non-statutory thrusts into the area of human well being. Critics of the 'individual deficiency' approach argue that social welfare, in this sense, is a form of social control designed to produce a compliant underclass. Critics of the 'societal deficiency' approach argue that solutions proposed are designed to create overcentralised and over-bureaucratised social control. These two approaches form the basis of the academic discipline of social policy.

While social policy in the 1960s and part of the 1970s was concerned with seeking initiatives to redress inequalities, and while it was successful in the diversion of considerable sums into welfare expenditure, the magnitude of the task was so great that successes were not always apparent. By the 1980s social policy, which had been on the offensive in earlier decades, was clearly on the defensive - responding to changing fortunes rather than trying to shape social futures; working out how best to pick up pieces, rather than developing comprehensive preventive mechanisms. If social policy is to develop, in the late 1980s, into a credible and humane discipline, it must provide a theoretical and empirical basis for social intervention, and

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interventionist activities must be geared to three things: the creation of a social and economic environment which is conducive to redistribution and which provides for substantial investment in people and in public goods and services; an equitable income support system; and a set of personal social services.

The contemporary system of welfare provision is complex. Wolfenden (1978:22-29) in the U.K. defines four systems of meeting social need. First, there is the informal system, i.e. the help and support that family, friends and neighbours give to each other. This is the most substantial care network in our society. Second, there is the commercial system where social services of all kinds - education, health, pensions, housing and social care - are available at a price determined by the market. Third, is the statutory system or the social services provided by government at all levels. Fourth, is the voluntary sector which is said to complement, supplement, extend and influence the informal and statutory systems.

The anthropological and sociological literature abounds with definitions of voluntary organisations but these are often not operational definitions and give no real understanding of the place of voluntary organisations in the welfare state. David Scott (1981:11) describes voluntary organisations as an important sector in welfare administration, alongside family, neighbourhood, commerce and government. 'Voluntary', says Scott, describes organisations that have been established, and are maintained by people making their own decisions (1981:11). Scott argues that the term 'voluntary' is preferable and more accurate than 'non-government', 'charity', or 'not-for-profit'. The preference in this present work however is for 'non-government' because not only is there a high degree of professionalism in such organisations, but current political debates, especially those about claim overload (Graycar, 1979:Ch.8) see a sharp operational distinction between government bodies and non-government organisations.

In Australia, formal welfare services are provided predominantly by government and non-government organisations. Much has been written about government services and benefits but little comprehensive or systematic information is available on non-government welfare organisations (NGWOs). Yet 'charitable' organisations were evident before the emergence of formal government services and they have played a continuing role in the provision of welfare services. Their relative importance has shifted over time but they have always been a persistent and necessary force in the provision of social welfare. Before describing this study and reporting comprehensive data on Australian NGWOs, it is appropriate to look briefly at their history in this country.

#### NGWOs IN AUSTRALIA - A BRIEF BACKGROUND

In early colonial days, provision for the destitute was undertaken by a variety of benevolent organisations and institutions. Only in South Australia did 'the destitute' have any direct claim on public funds. Charity was a private activity in all other colonies, but with the first stirrings of government support, help was specifically limited to the 'sick poor', 'neglected' children and a mixed group of destitute persons, 'fallen' pregnant and deserted women all generally labelled 'the poor' (Kewley, 1969:2). Historians have traced the early days of 'charitable relief' and in their writings cast illuminating perspectives on early NGWOs (see, for instance Dickey, 1980; Kewley, 1973:Ch.1; Mendelsohn, 1979:Ch.5; Kennedy, 1982; Horsburgh, 1980; Tierney, 1970; Kewley, 1969. These writings are not in themselves necessarily detailed analyses of NGWOs, but rather illustrate, in passing, some aspects of the early days of non-government social welfare).

From the beginning there was substantial government funding to NGWOs. Kewley (1973:8) points out, for example, that the Sydney Benevolent Society had its Asylum built by Governor Macquarie who also paid the salaries of its Master and Matron from public funds.

Government also granted rations (later cash subsidies) to certain inmates. Even as early as 1820 the largest voluntary agency was not able to meet current expenses from voluntary subscription and thus the Benevolent Society sought and received government subsidies in varying forms and amounts. Debate persisted then, as it does now, about whether it was proper for government to provide funds given the belief that this reduced fund raising incentive and placed government in an interfering position with regard to the ethics of voluntarism.

State expenditure did however increase, and the relationship between charity and the state became a matter of growing concern. Given that public funds formed a significant part of the budgets of NGOs, fears were raised from time to time that persons not worthy, or not in 'genuine' need were being assisted, and that perhaps scroungers were manipulating the welfare system. A Royal Commission on Municipalities and Charitable Institutions was held in Victoria in 1862 and, among other things, it recommended more adequate investigation and it suggested a workhouse test for recipients. The Commission stressed that recipients had no absolute right to relief. The situation was such that assistance was rendered on the basis of the limited funds of charities, not on the needs of applicants (Tierney, 1970:208).

In 1890 the NSW Inspector-General of Charities lamented 'the enormous disproportion of government assistance to voluntary contributions' (quoted in Mendelsohn, 1979:122). In fact, between 1873 and 1890 the NSW and Victorian governments established five separate inquiries into the operations of the voluntary welfare sector (these are noted briefly in Jones, 1980:12). In 1897 the NSW Government received a three volume report of the Royal Commission on Public Charities. These reports pointed to some serious problems with voluntary agencies.

The Victorian Royal Commission of 1890 found that the voluntary agencies promoted their own interests and that the distribution of subsidies to the agencies appeared to depend more on political favour than on need. The NSW Royal Commission found evidence of waste,

duplication and poor management and recommended that seven of the fourteen organisations examined have their funding terminated (Jones, 1980:11-2). As Jones notes, these Commissions were primarily interested in properly accounting for public money and thus focused on management practice rather than the needs of the clients of the agencies.

Communities in Australia and elsewhere have depended on NGWOs like the Benevolent Society, the Salvation Army, and the Red Cross, for example, to provide specific services to specific client groups e.g. hospital care, hostels for homeless men, soup kitchens, emergency relief. Yet it became apparent that in times of economic hardship, the NGWOs were unable to provide the degree of relief expected. Jones (1980:12) points out that the voluntary agencies performed well in the years of economic growth from 1860 to 1890 but were totally incapable of dealing with the emerging social problems which accompanied the depression of the 1890s. In the early days of the depression of the 1930s organisations like the Salvation Army set to with great gusto, but as time went on became less able to cope alone, and as Mendelsohn (1979:125) notes 'the Depression removed the voluntary societies forever as the main source of relief'.

This is not to say that there is no emergency relief provided by NGWOs. This study shows that today approximately 8.1 per cent of Australia's NGWOs are involved, in some way, in income support. In a recent study on Emergency Relief in Victoria (McClelland and Gow, 1982) a total of 816 emergency relief outlets were identified in Victoria alone, and of these 816 one half were provided by two groups of NGWOs, the St Vincent de Paul Society and the Salvation Army. By early 1982 these organisations were at the limit of their resources (VCOSS, 1982:16).

NGWOs have proliferated in Australia in recent years. One half of all existing NGWOs have been founded since 1970, and one quarter since 1976. The heavy charity stigma of the late 19th century together with the poor image of the agencies has disappeared and NGWOs operate on an

extremely wide front of social need, service provision, community development and social activism. The tens of thousands of NGWOs in Australia give some credence to the frequent assertion that non-government action is highly regarded, able to provide support, able to pioneer new services, and above all able to provide a degree of flexibility which is not always apparent in government. While the assertion is frequently made that NGWOs have an important ideological and service role to play, available data and analytical literature are sparse indeed. The large and long established agencies have had histories written about them, most notably the Australian Red Cross, the Salvation Army, the Smith Family, Legacy, The Brotherhood of St Laurence, The St Vincent de Paul Society, The Benevolent Society of NSW, but these tell us only about one distinctive part of the non-government welfare system.

In addition to these well known organisations, there is a wide range of smaller community and service bodies, many operating on a shoestring and having few if any paid staff, and no assets. They provide a contrast to the major institutional service providers. The larger organisations, especially those providing residential care, have major capital assets and their running requires extensive personnel and administrative commitment. Smaller community organisations may have different objectives and interact differently with their clientele and with government, and take different community roles.

In the 1980s renewed debates about the role of the welfare state have highlighted, once again, the integral role of NGWOs. One of the possible explanations for the re-emergence of these debates has been the economic recession, one major consequence of which is greater unemployment, and concomitant increase in claims on all forms of government welfare services. The perceived claim overload has revived the debate on the appropriate role of the state and the extent of its intervention into economic and welfare activities. The outcome, built heavily into political and ministerial announcements of the late 1970s and early 1980s, has been a series of statements stressing the

desirability of a move away from the bureaucratic, impersonal form of government, to an emphasis on community support, community based organisations, informal caring networks, volunteer service providers - in short, anything that might reduce pressures on government expenditures.

This renewed focus on 'private' welfare has resulted in a burgeoning international literature on NGWOs, a literature which demonstrates thinking about NGWOs, and their politico-economic environment from a variety of viewpoints. Some contributions from this literature are discussed below.

#### A COMPARISON OF VIEWPOINTS ON THE ROLES OF NGWOS

In Britain, the Wolfenden Committee was established in 1974 'to review the role and function of voluntary organisations in the United Kingdom over the next twenty five years'. When the Committee reported in 1978 it described a number of roles that NGWOs perform in relation to both the informal and the statutory sectors. In relation to the former, NGWOs were seen as a form of replacement, relief, and reinforcement. In relation to the latter, they were seen to act in a number of ways: as pressure groups; as pioneers of services; as providers of services complementary or additional or alternative to statutory services; as the sole provider of services. According to Wolfenden then, NGWOs appear to be a distinct and different alternative to statutory organisations.

The most comprehensive theoretical and empirical work has been carried out by an American researcher, Ralph Kramer. For many years Kramer studied NGWOs working in service provision for disabled people in four countries: the Netherlands, England, the United States and Israel. In this study (Kramer, 1981:9) he identified four roles traditionally ascribed to NGWOs: vanguard, where the purpose of the voluntary agency is to innovate, pioneer, experiment, and demonstrate programmes, some of

which may eventually be taken over by the government; improver or advocate, where the agency is expected to serve as a critic, watchdog, or gadfly as it pressures a governmental body to extend, improve or establish needed services; value guardian of voluntaristic, particularistic, and sectarian values, where a voluntary agency is expected to promote citizen participation, to develop leadership, and to protect the special interests of social, religious, cultural, or other minority groups; service provider, where the voluntary agency delivers certain services it has selected, some of which may be a public responsibility that government is unable, is unwilling, or prefers not to assume directly or fully.

Unlike most writers in the field, Kramer attempted to test empirically the extent to which NGWOs in the study actually performed these four roles. He discovered that very few agencies are distinguished by their pioneering nature, nor are their services available as an alternative to governmental provision. In fact, a similar array of services was available from both government and non-government organisations. However the non-government agencies were smaller, less bureaucratic, more specialised and individualised. He concluded that NGWOs could not be generally described as pioneering but rather as specialised. Second, Kramer found that although advocacy had been proposed as a primary function of NGWOs serving the handicapped, they derived most of their influence and legitimacy as service providers rather than advocates. Third, volunteerism was not a distinguishing or unique characteristic of NGWOs, for volunteerism is also promoted by government organisations. A more unique contribution of NGWOs claims Kramer, is their consumer orientation as expressed in self help and mutual aid organisations. In general, Kramer believes the most pervasive role for NGWOs is that of a service provider. However their services are not an alternative to government provision but usually a supplementary substitute. Provision of substitute services, Kramer argues, has the effect of deflecting NGWOs from performing other roles and it may deter government from fulfilling its responsibilities. He claims that it is more desirable for both sectors to offer

'complementary services' i.e. those that are qualitatively different and that enrich rather than extend government programmes (Kramer, 1981:263).

The limiting condition to Kramer's generalisations regarding NGWOs is the fact that they are based on only one group of NGWOs, namely organisations for handicapped people. However the results are sufficiently interesting to make one sceptical of the traditional roles ascribed to NGWOs.

In Australia, David Scott (1981), presenting his 'reflections ... drawn from 30 years of work with voluntary organisations', has examined and discussed his extensive knowledge and sensitive perception of Australia's NGWOs. However, in the absence of any detailed empirical data, he has not been able precisely to delimit the boundaries of NGWO activity.

Scott describes the roles of voluntary organisations as (1) gap filling; (2) choice of service; (3) referral, advocacy, rights; (4) monitoring and research of both government and non-government services; (5) community development; (6) sharing resources (money, equipment, skills) to help establish new programmes; (7) mediating structures between the individual and the public sector; (8) innovation. Although he can richly describe and give numerous examples of these roles performed by NGWOs, Scott is unable actually to assess the relative contributions of NGWOs towards the performance of the activities described in this list.

While most writers claim that NGWOs perform the roles traditionally ascribed to them there is little empirical verification of this. In the absence of appropriate empirical studies generalisations can easily be made because they seem to make sense within prevailing socio-political value systems. Thus within a framework of welfare pluralism it can convincingly be argued that NGWOs are independent from government, that they provide an alternative or choice to government services, that they

act as a watchdog or advocate, and so on.

Writers on the left of the political spectrum question these views and their analyses begin from a different set of assumptions about the relationship between NGWOs and government. Cora Baldock, for example, refers to the 'voluntary sector' as an 'agent' of the state in the process of accumulation and legitimation' (1983:284). She argues that the provision of welfare services through the voluntary sector appears to further the process of capital accumulation because the services provided by NGWOs are cheaper (because of volunteer labour and donations) and thus there is a freeing of government monies for other activities that more directly enhance capital accumulation.

With regard to the second function, legitimation, Baldock argues that NGWOs contribute to the process in several ways: voluntary agencies are removed from public scrutiny because their functions are separate from direct state control and therefore they are seen as non political; the dependence of voluntary agencies on government funding makes them liable to co-optation and, therefore, less threatening as participants in radical political action; the predominant involvement of voluntary agencies in direct service also decreases this type of action; and finally, the moral pressures placed on volunteers and the ideology of volunteerism (altruism as a basic human trait) makes people reluctant to be critical of voluntary work.

Arguing from a slightly different perspective, Sheila Shaver (1982) describes the voluntary sector as a 'para-state' bridging the public and private domains. This 'para-state' combines the qualities of community and family (place of refuge, source of nurturance, moral values, personalism) with state functions and public funding, albeit with a certain degree of independence from direct state control (usually in the form of administrative autonomy). This 'para-state' form results in a unique combination of activities: the personal ethos legitimates intervention into areas of private life such as sexuality, domestic relationships and personal decision making; the apparent independence

inures government from the actions of individual organisations, and at the same time, provides superficial evidence of pluralism.

Shaver argues, however, that the major role of this 'para-state' sector is the delivery of service which the state has failed to provide. She describes this as a 'gap-filling' function, expanding to a 'supplemental' function which gives scope for choice among alternative services. The advocacy role is secondary and is usually a reactive, pragmatic response to changes in government policy. Similarly organisations displaying alternative forms of collective provision e.g. self help, mutual aid, are usually very specific in their approach although they do challenge traditional hierarchy and professional-client relationships.

Like many contributions to the debate, these theoretical discussions from the left of the political spectrum have no comprehensive empirical base and thus many of the arguments about the role of NGWOs are anecdotal or based on preconceptions. In the pages which follow, an attempt is made, for the first time in Australia, to provide an empirical base for the understanding of the diverse array of NGWOs.

#### THE PRESENT STUDY

This study, carried out over a four year period, attempts to fill an important gap. There have been previous Australian studies which have attempted to measure the size of the sector, the most prominent of which is the Bailey Report (1976) which estimates that there are somewhere between 15,000 and 60,000 NGWOs in Australia. However, there is no comprehensive description of what all the NGWOs do, their resources, both income and personnel, their relationship to government organisations, or measures of their performance. While the need for such information has been emphasised, little initiative or energy has been directed toward obtaining it, despite the fact that NGWOs are a

vital component of Australian social services and such information is essential for planning purposes.

This study cannot meet all these analytical expectations. It does however provide a detailed, comprehensive, national description of the size, functions, roles and resources of NGWOs in Australia. It goes beyond basic description, to a classification along a number of dimensions, all of which can be inter-related to give a rich, multi-dimensional picture of the whole 'sector'. It stops short of a detailed analysis, but it provides some understanding of NGWOs at a time of restructuring of the welfare state and a shifting of welfare responsibilities. This unique classification is intended to provide a solid empirical base for the generation and testing of hypotheses and assertions about NGWOs. Like all pieces of research it is likely to generate as many questions as it answers.

## CHAPTER 2: THE DEVELOPMENT OF A METHODOLOGY FOR SURVEYING AUSTRALIAN NGWOs

The central aim of this study is the description of non government welfare organisations in Australia. Existing information which could have been used to meet that aim is limited and fragmented. The Bailey Reports (1976, 1978) have stressed the paucity of information available. Other studies have made no attempt to get data systematically from NGWOs themselves because of the multitude of agencies, the difficulty of locating them and their presumed reluctance to disclose information. Information from other sources, from statewide or national organisations with branch, subsidiary or member organisations, or from funding bodies such as government departments, is known to be only partly representative of the sector and is not available in forms that are consistent or comparable on a national basis.

The method adopted in this study, to provide a description of the range of NGWOs, was a mail survey of a sample of organisations requesting information on a range of data including functions of the organisation, structure, history, staff, income and resources. This was the only form of survey feasible given the available resources and the need for the survey sample to be sufficiently large to be representative of the national picture. The details of this survey were worked out over several months and involved consultation with a wide range of agencies and individuals. A consultative committee representing non-government organisations, government departments and academics was established to advise on the project. The survey process was based on four stages: definition of the sample population, determination of the sampling procedure, design of the questionnaire and finally, the survey of organisations.

### DEFINITION OF THE SAMPLE POPULATION

In order to study non-government welfare organisations, operational definitions of 'non-government', 'welfare' and 'organisation' had to be

established:

Non-government organisations have been defined as non profit and non government if government (Federal, State, Local) nominees on the Board of Management or its equivalent are less than 50 per cent. An Organisation was defined as a group with some formal structure - such as reflected in some set of objectives, a constitution, a charter, or in some formally recognised and incorporated state such as a public company, co-operative society, registered association or charity. Branches or units of larger organisations - for example, the branches of Red Cross, the Country Women's Association, or the St. Vincent de Paul Society - were defined as organisations. Welfare was the most difficult concept to define. Welfare services can be seen to overlap with the areas of health, education and recreation. Originally a broad definition of welfare, consistent with the Australian Council of Social Service definition, was considered. It included 'all the socially beneficial organisations and policies whose aim is the maintenance or improvement of general social and living standards with regard to income, employment, education, health and housing, or which are primarily concerned with the social and living standards of particular vulnerable groups in the community'. In practice, decisions had to be taken about which organisations this definition included. The nature of these decisions is best illustrated through the following list of sample inclusions and exclusions.

In the education field, for example, organisations concerned directly with the formal system, such as Parents and Citizens Associations, were excluded but those concerned with pre-school, adult, community and special education for the disabled were included.

In the health field, organisations whose principal activity is direct medical treatment (hospitals, clinics, nursing services) were excluded, but those mainly concerned with group work, rehabilitation, education or counselling were included.

Organisations with a major, though secondary, welfare component (such as Rotary) were included as well as the organisations concerned with personal and social development, like the Boy Scouts and Girl Guides Associations. The social and cultural clubs of different ethnic groups were included if they had a distinct welfare component, either formally stated or informally recognised. Church groups were only included where they had an explicit welfare role.

Other exclusions included formal political organisations, professional associations and trade unions, sporting and recreation clubs and societies, organisations whose welfare role is outside Australia (e.g. Community Aid Abroad), organisations whose dominant role is political lobbying, and wildlife conservation groups. Groups with an environmental focus were included where they were oriented to human welfare, not, for example, if they were concerned with the welfare of animals or trees.

#### SAMPLING PROCEDURE

A reliable list of NGWOs was needed, first of all, from which to draw a representative sample. State directories were considered to be incomplete especially for the smaller, newer, community and neighbourhood organisations. It was expected that local government authorities were most likely to have the most comprehensive and current information about services in their area. A decision was made to sample in two stages: the first stage involved stratifying and selecting the local government areas to be sampled. The second stage involved stratifying and choosing the NGWOs to be surveyed.

#### Choice of Local Government Areas (LGAs)

At the commencement of the research project, there were 888 LGAs in Australia. These varied enormously in population size, density and

settlement character. It was known that community organisations are likely to be most prevalent in metropolitan and urban areas with a smaller incidence in country towns and rural areas. To help control for this variation, LGAs were divided into 2 strata: one stratum comprising those with 5000 or more people at the 1976 census and the other containing those LGAs with less than 5000 people. The first stratum was represented by 317 LGAs containing 83 per cent of the population. Another 571 LGAs, representing the remaining 17 per cent of the population, made up the second stratum.

Ninety LGAs (28.4%) were chosen at random from the first stratum; 10 LGAs (1.7%) were chosen at random from the second stratum. In total, 11.2 per cent of LGAs were included in the sample. These LGAs are listed in Table 2.1.

A broad range of LGAs of varying character is represented. All States are included. The Central Business Districts of Sydney, Melbourne and Hobart are included. To overcome the problem that, in Brisbane, the whole of the metropolitan area is one LGA which may or may not have fallen in the sample, 11 of the 51 administrative districts within the city of Greater Brisbane were chosen at random to represent that city. These districts are referred to as Brisbane (part) in Table 2.1.

The Australian Capital Territory and the Northern Territory, whose local government structures also differ from all other areas, were not counted among the 100 LGAs. They were added to the first stage of the sample and each treated as one LGA for the project purposes.

After pre-testing in several metropolitan municipalities, a request for lists of local organisations was sent to 100 LGAs in the sample. Where LGAs did not respond, even after a second attempt, lists of NGWOs were requested from other sources, usually regional or district offices of State government departments. The final response rate was 92 per cent.

TABLE 2.1. SAMPLE OF LOCAL GOVERNMENT AREAS

<u>N.S.W.</u>	Sydney	<u>VICTORIA</u>	Colac (City)
	Botany	<u>contd.</u>	Kyabram
	Drummoyne		Swan Hill (City)
	Hunters Hill		Newstead
	Marrickville		Bulla
	Mosman		Waranga
	North Sydney*		Huntly
	Randwick	<u>QUEENSLAND</u>	Brisbane (part)
	Ryde		Redland
	Blacktown		Toowoomba
	Liverpool		Cairns
	Blue Mountains		Gooburrum
	Wollongong		Maryborough
	Wagga Wagga		Mareeba
	Goulburn		Bowen
	Windsor		Maroochy
	Orange		Etberidge
	Tamworth	<u>SOUTH</u>	Enfield
	Shoalhaven*	<u>AUSTRALIA</u>	Henley & Grange
	Maitland		Kensington & Norwood
	Ballina		Prospect
	Casino		Thebarton
	Cooma		Unley
	Cowra		Marion
	Moree		Noarlunga
	Narrabri		Port Pirie
	Young		Millicent
	Corowa		Stirling
	Warren		Berri
<u>VICTORIA</u>	Brunswick		Karoonda-East Murray*
	Caulfield*	<u>WESTERN</u>	Mosman Park*
	Chelsea	<u>AUSTRALIA</u>	Nedlands
	Melbourne		South Perth
	Moorabbin		Canning
	Port Melbourne		Mundaring
	Prahran		Melville
	Preston		Stirling
	St. Kilda		Geraldton
	Croydon		Greenough
	Dandenong		Northam (Shire)
	Flinders		Manjimup
	Lilydale		Kojonup
	Doncaster-Templestowe	<u>TASMANIA</u>	Hobart
	Geelong		Evandale**
	Bellarine		Lilydale*
	Bungaree		Devonport
	Eaglehawk		Ulverstone
	Grenville		Circular Head
	Horsham		Waratah*
	Sale		
	Warrnambool (City)		

\* non-responding      \*\* late response - unable to be included in sample

Lists for the Northern Territory from the City Councils of Darwin, Alice Springs and Katherine were supplemented by lists obtained through the Northern Territory Department of Community Development. A list for the ACT was obtained from the ACT Council of Social Service Directory. (1980).

The lists obtained were variable in quality. This was to some extent a reflection of the varying interest in, knowledge of, and involvement with the welfare sector by local government. Additionally, like the researchers, local government authorities had difficulty in determining what organisations to include or exclude. However, they were encouraged to be comprehensive, with exclusions to be determined centrally and consistently by the researchers. Some local government authorities compiled special lists to meet the project's needs but more than 25 per cent sent existing local community service directories. In general, these local directories were more comprehensive than the specially prepared lists.

Lists obtained through Regional and District Offices of State Government Departments were found to be less useful for the project than those sent directly from the LGAs. They tended to cover mainly the funded rather than all existing local organisations, and in several cases the location of organisations within a particular LGA was difficult to determine.

The most difficult listings to obtain were those from two extremes, the small rural shires with very few organisations, and the large metropolitan City Councils who do not have full knowledge of all organisations existing within their boundaries.

To ensure complete listings of all organisations in sampled LGAs, a number of checks were made. First, some LGA lists were checked against Council of Social Service (COSS) and other directories. They revealed a wide gap between numbers of organisations listed by LGA sources and those listed in COSS Directories in all States. Generally, the LGA

lists were much larger. For example, in one large town, five organisations were listed by the directory compared with 54 listed by the LGA. Another method of checking the lists was to send them to local welfare organisations for additions or alterations. This was done for a number of LGAs and produced few changes to the original list.

Local surveys, by personal interview, were the only means of ensuring complete coverage of organisations. This method was tested in Marrickville LGA in N.S.W., where two students personally interviewed representatives of fifteen key organisations, checking a list obtained from the Municipal Offices. The original list proved to be near-complete, with only four or five organisations being added to the seventy already listed. However, the national distribution of the sample of LGAs precluded confirmation of all LGA lists by personal interview.

These different methods of checking, as well as a review of all lists to ensure consistency in terms of inclusions and exclusions, reassured the researchers that the LGA lists were the best available to reflect the range of NGWOs.

In total 5449 NGWOs were identified from the lists. The distribution of these organisations by State is shown in Table 2.2, Column (1) (page 23). As expected, the numbers of organisations varied depending upon the LGA type (metropolitan, other urban, rural). There was a high concentration of NGWOs in the central business districts of metropolitan areas (e.g. City of Sydney, City of Melbourne). The two shires reporting no organisations were located on the fringe of regional urban centres. Rural shires with small populations reported low numbers of organisations, and the type of organisation that they did report was predictable e.g. branches of the Country Women's Association. While the absolute number of organisations in metropolitan and urban areas may have been greater than the number for rural shires, the actual number of organisations per capita in rural shires was often greater. This suggests that in most communities a base number of organisations may exist regardless of population size.

### Selection of NGWOs

The next stage involved choosing the sample of organisations to be surveyed. It was evident from the lists that there was tremendous diversity in the functions of NGWOs. To control for this, a preliminary classification of organisations based on function was developed to help ensure all functional areas were sampled. The preliminary classification of organisations that was used was a modified version of UWASIS (United Way of America Service Information System) (1976). The categories of this classification are included in Appendix I (page 172).

Having stratified the 5449 organisations in this way, a sample of 1900 (35 per cent of the total number of organisations provided in the lists) was selected for survey. This sample was selected in the following way: all organisations from UWASIS categories with 45 cases or less were included; a random sample of organisations was taken from those UWASIS categories with over 45 cases. In this way all the smaller functional categories would be adequately represented, even if there was a low response rate, and the resulting sample of 1900 was manageable with the available resources.

The distribution of the 1900 sampled organisations by state is shown in Column (2) of Table 2.2. This distribution is not significantly different from that in Column (1), which shows all the organisations identified from the lists.

TABLE 2.2: STATE DISTRIBUTION OF IDENTIFIED, SURVEYED  
AND RESPONDING NGWOs

State/ Territory	(1) Orgs. Identified (%)	(2) Orgs. Surveyed (%)	(3) Responding Orgs. (%)	(4) State Population 1981 (%)	(5) Population of sampled LGAs as a % of State population
NSW	34.8	35.1	36.1	35.2	28.6
VIC	19.9	21.0	21.7	26.3	26.9
QLD	8.0	7.5	6.7	15.7	15.2
SA	15.3	13.8	12.4	8.8	32.6
WA	9.5	9.2	7.2	8.7	41.7
TAS	4.4	5.9	7.2	2.9	27.8
ACT	4.1	3.9	4.2	0.9	
NT	3.7	3.6	4.6	1.5	
Total	99.7	100.1	100.1	100.0	
	(N=5449)	(N=1900)	(N=571)	(N=14,576,330)	

#### DESIGN OF THE QUESTIONNAIRE

The questionnaire mailed to sampled organisations was developed over several months and was based on detailed consultation with representatives of government departments, non-government organisations, academics and the project's consultative committee. The result was a wide-ranging questionnaire seeking information on organisational forms, decision-making processes, finances and resources, types of personnel and training, patterns of association, activities and programs, goals and values, historical changes, patterns of innovation and relationships

to the statutory sector.

Several drafts of the questionnaire form were piloted on organisations located in LGAs outside of the sample set. The final form of the questions is included as Appendix II (page 173), together with the explanatory covering letter sent to the selected organisations.

#### SURVEY OF ORGANISATIONS

The survey was conducted by mail which was considered to be a cost efficient approach, provided a sufficient response rate can be achieved. A mail survey provides the best opportunity for obtaining considered responses to the questions from all relevant persons in the organisation. A more extensive discussion of the advantages and disadvantages of this approach is not included here, but can be found in most survey methods text (for example, Moser and Kalton, 1977).

The questionnaire was sent out to the selected organisations in August 1981. After two follow-up letters to increase the response rate, a mail strike and a significant passage of time, the receipt of survey responses ceased, and coding and analysis of the results commenced. At that time, 592 organisations had responded with complete or near-complete questionnaires. This represented a response rate of 31.2 per cent.

The rate of response was only just adequate by standards currently established in the social sciences. A number of reasons for non-response were evident. These included the length of the survey, the difficulty in obtaining accurate addresses and the volatile nature of the sector with organisations being founded or winding up frequently. Although the rate of response was not high, the number of responding organisations was sufficient to ensure a large bank of data and sufficient cell sizes for the level of analysis that was planned.

Thus the amount of sample data obtained did not present any problems, but the way responding organisations may have differed from non-responding ones and so biased the survey results could only be partially assessed. Certainly in terms of State distribution and function of the organisation (using the UWASIS classification) there was no significant difference between the distribution of the sampled organisations and the responding organisations. In the final analysis, 21 of the responding organisation were excluded entirely as not falling within the study's definition of NGWOs. The fact that less than 4 per cent of organisations had been inappropriately identified under the definitions adopted, demonstrates the effectiveness of the checking and editing of the original local government lists. This accuracy is quite remarkable considering the highly complex and diverse nature of social welfare.

The distribution of identified, sampled and responding organisations by State and Territory is given in columns (1), (2), (3), Table 2.2. These can be compared with column (4) which shows the 1981 State population. It was assumed there was some relationship between the population distribution and the number of organisations. Comparing the identified organisations in each State (column (1) ) with the State population (column (4) ), it appears that there is a direct relationship with the apparent exception of Queensland and South Australia. In the former, there were much fewer organisations identified than we would expect on the basis of population, and, in the latter, there were many more organisations identified than expected on the basis of population. However column (5) which shows the population of the sampled LGAs as a proportion of the State population helps to clarify these anomalies. In Queensland the LGAs sampled, by chance contained a much smaller proportion of the State population than the other States. Conversely, the sampled LGAs in South Australia and Western Australia had a relatively higher proportion of the total State population. If columns (2) and (3) are compared, it appears that there is not much variation in the response rate of organisations across the States.

In the tables presented throughout this report the actual number of organisations for which data are presented is sometimes less than 571, the total number of organisations surveyed. This variation in 'N' arises for two reasons. First, a number of questions are relevant only when certain conditions apply, e.g. data on number of paid staff were only supplied for organisations with paid staff. Second, organisations may have missed answering a question or a set of questions. Reasons for missing data usually include accidental omission, a preference not to supply certain information, or failure to understand the questions. The amount of missing data was relatively low, especially for such a lengthy schedule.

#### SURVEY RESULTS AND THEIR STATISTICAL APPLICATION

The survey results have been used in a number of ways. First, the information on all organisations according to the lists supplied by the local government authorities, together with population data for each of the LGAs, were used to estimate the total number of organisations on a national basis comprising the non-government welfare sector. Details of the methods of estimation and the estimated number of organisations by State are provided in the Technical Note at the end of this Chapter.

Second, the data from the mail survey provide a quantitatively based description of the 571 organisations in the sample. Third, some statistically based generalisations have been made about the nature of all NGWOs in Australia on the basis of this representative sample.

In Chapters 4, 5 and 6 the focus is on a description of the sample of responding organisations. The final chapter provides generalised estimates for a number of key characteristics of NGWOs - their total number, personnel, financial resources.

To assist in the statistical application of the results, a table of 95% confidence interval estimates of population proportions from sample

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proportions for varying sample sizes is provided in Appendix III (page 187). This table can be used to calculate the estimated incidence in the population of a phenomenon occurring in the sample at some measured rate. For example, the table shows that for a variable with a sample incidence of 10 per cent, from a sample of 500 cases, the predicted incidence (with 95% confidence) in the population is 10 percent  $\pm$  2.6 percent, that is, between 7.4 percent and 12.6 percent.

On some tables, within the report, a significant result at the 0.05 level of probability, is reported. In each case, a significant result means that the difference between groups (income groups, for example) is large enough so that it is unlikely to be a chance difference.

TECHNICAL NOTE: ESTIMATES OF THE NUMBER OF NGWOS  
IN AUSTRALIA

This note provides details of how the survey sample was used to estimate the total number of NGWOs in Australia<sup>1</sup>.

Two methods of estimation are provided: a) point estimation<sup>2</sup> and b) interval estimation. While the latter method is preferred, it can only be applied where the sample size is sufficient to allow an estimate of sampling error, using the standard error, to be made. The LGAs from which the survey sample was drawn are divided into two strata: a more populated strata and a less populated strata<sup>3</sup>. Some of the LGAs in the less populated strata have too few NGWOs to allow interval estimation procedures to be used. Hence for the LGAs in this stratum only point estimates are provided in the following results. While these are more precise they cannot be qualified by a statement of their correctness. In other words, the level of confidence of the estimate cannot be established. In the estimation procedure, any error due to bias, for example, biases in the lists or in application of the defined selection process, cannot be accounted for statistically. However, it is suggested that all estimates err on the low side because the most likely systematic bias to have occurred is that of omission of organisations from the supplied lists.

INFORMATION BASE FOR ESTIMATION

Two pieces of information have been used to derive the estimates of the unknown total number of organisations in each stratum (subsequently denoted as  $Y_i$ )<sup>4</sup>. These are:

- i) the incidence of organisations in the sampled LGAs of a stratum ( $y_i$ ).
- ii) the population of the sampled LGAs<sup>5</sup> as a fraction of the total population of the stratum at 1980  $\frac{x_i}{X_i}$ .

It is assumed that the sampling fraction of organisations bears some relationship to the ratio of the population in sampled LGAs to the total population in the stratum; that is, the ratio of  $\frac{y_1}{Y_1}$  can be equated with the ratio  $\frac{x_i}{X_i}$ . From this assumption a simple projection is made. As well, where possible, allowance for sampling error is made by qualifying the projected number of organisations by an error factor. The formulae given below define this method more formally.

### FORMULAE FOR ESTIMATION

#### Point estimation

The total number of organisations for all strata is given as:

$$\hat{Y} = \sum_i [ \hat{R}_i X_i ]$$

where  $\hat{Y}$  is the estimated total number of organisations.

$\sum_i$  means summed over  $i$  strata.

$X_i$  is the total population of the  $i$ th stratum.

$\hat{R}_i$  is the estimating factor for the  $i$ th stratum.

$\hat{R}_i$ , the estimated ratio of organisations to population

in the  $i$ th stratum, is estimated as:

$$\hat{R}_i = r_i = \frac{1}{n_i} \sum_i \frac{y}{x} \quad \text{Here}$$

$n_i$  is the number of sampled LGAs in the stratum.

$y$  is the number of organisations in each sampled LGA

$x$  is the population of each sampled LGA

In other words,

$r_i$  (or  $\hat{R}_i$ ) is the average ratio of organisations to population for the sampled LGAs.

Interval Estimation

95% Confidence Interval for  $Y_i = \hat{Y}_i \pm t_{.025} \text{ S.E. } \hat{Y}_i$

where  $\hat{Y}_i$  is as defined above

$t_{.025}$  is the critical t score for  $(n_i - 1)$  degrees of freedom and 95% confidence.

$\text{S.E. } \hat{Y}_i$  is the standard error<sup>6</sup> of  $\hat{Y}_i$ , given by  $\sqrt{x_i^2 \frac{s_{r_i}^2}{n_i}}$

Here  $s_{r_i}$  is the standard deviation of the  $r_i$  term (that is, the standard deviation of the average  $\frac{y_i}{x_i}$  ratio).

ANALYSIS AND RESULTSState by State

Applying the point estimation method to the sample data gives the parameter values listed in Table 2.3.

TABLE 2.3: COMPOSITES OF POINT ESTIMATES FOR EACH STATE

	More populated stratum (i=1)						Less populated stratum (i=2)					
	$x_1$	$y_1$	$X_1$	$n_1$	$r_1$	$s_{r_1}$	$x_2$	$y_2$	$X_2$	$n_2$	$r_2$	$s_{r_2}$
NSW	1227200	1875	4572350	25	.00213	.0015	10050	19	567000	2	.00190	.00
VIC	855510	1043	3343540	26	.00167	.0019	7230	64	541760	2	.00874	.00
QLD	271600	431	1811220	9	.00129	.0011	950	3	436580	1	.00316	-
S.A.	319100	811	1064500	11	.00287	.0009	6100	20	233250	1	.00328	-
W.A.	378530	475	1030260	9	.00296	.0035	11570	42	234840	2	.00537	.00
TAS	92850	238	334250	4	.00207	.0014	(a)	(a)	422330	0	(a)	(a)

Notes:

(a) Parameters not able to be determined - no responding sampled LGA.

From the quantities listed in Table 2.3, point estimates of Y for each State have been calculated and are given in Table 2.4.

TABLE 2.4: POINT ESTIMATES OF TOTAL NUMBER OF ORGANISATIONS BY STATE

	$\hat{Y}$	$\hat{Y}_1$	$\hat{Y}_2$
NSW	10794	9719	1075
VIC	10308	5573	4735
QLD	3724	2345	1379
S.A.	3815	3050	765
W.A.	4310	3051	1259
TAS	693 <sup>(b)</sup>	693	(a)

Notes:

(a) Estimate not able to be determined - no responding sampled LGA.

(b) Underestimate due to missing data for stratum 2.

95% confidence interval (C.I.) estimates have been derived for all the stratum 1 values of Y. These results are presented in Table 2.5.

TABLE 2.5: INTERVAL ESTIMATES (AND THEIR DERIVATION) FOR TOTAL NUMBER OF ORGANISATIONS IN THE MORE POPULOUS STRATUM BY STATE

	$\hat{Y}_1$	S.E. $\hat{Y}_1$	$t_{.025}$	Error allowance	95% C.I. $\hat{Y}_1$
NSW	9719	1375.1	2.064	$\pm 2838$	6881 to 12557
VIC	5573	1257.2	2.064	$\pm 2590$	2983 to 8163
QLD	2345	680.9	2.306	$\pm 1570$	775 to 3915
S.A.	3050	297.0	2.228	$\pm 662$	2388 to 3712
W.A.	3051	1186.9	2.306	$\pm 2737$	(314) to 5788 <sup>(a)</sup>
TAS	693	228.7	3.182	$\pm 728$	(0) to 1421 <sup>(a)</sup>

Notes:

- (a) The standard errors are so large in each case as to make the interval estimate very imprecise, with the lower level falling below evidence from the sample itself.

National Estimate

In order to obtain interval estimates for both strata<sup>6</sup> at the national level the results from the six States have been pooled to provide a single estimate of the total number of organisations. This is tantamount to regarding the sampled LGAs falling within each State as being randomly determined. Such an assumption seems worthwhile as part of a pursuit of a more careful set of estimates. On this basis, point estimates for the pooled data are provided in Table 2.6 and interval estimates in Table 2.7.

TABLE 2.6: POINT ESTIMATES OF TOTAL NUMBER OF ORGANISATIONS FOR EACH STRATUM FOR ALL STATES

	$x_i$	$y_i$	$X_i$	$n_i$	$r_i$	$s_{r_i}$	$\hat{Y}_i$
More populated stratum (i=1)	3144790	4873	12156120	84	.00208	.0019	25266
Less populated stratum (i=2)	35900	148	2493409 <sup>(a)</sup>	8	.00480	.0033	11701
$\hat{Y}$							36967

Notes:

- (a) includes Tasmanian population in Stratum 2 although no  $y_2$  and  $x_2$  figures are available for that State.

TABLE 2.7: INTERVAL ESTIMATES OF TOTAL NUMBER OF ORGANISATIONS FOR EACH STRATUM FOR ALL STATES

	$\hat{Y}_i$	S.E. $\hat{Y}_i$	$t_{.025}$	Error allowance	95% C.I. $\hat{Y}_i$
More populated stratum	25266	2478.8	1.99	$\pm 4951$	20315 to 30217
Less populated stratum	11701	2798.8	2.365	$\pm 6619$	5082 to 18320
$\hat{Y}$					25397 to 48537

The result shown in Table 2.7, together with the separately derived information for the territories<sup>7</sup> would suggest that, to the nearest thousand, the best estimate of the total number of non-government welfare organisations in Australia, is between twenty six and forty nine thousand.

Notes:

1. The methods used are the same as those reported in Stopher and Meyburg (1979 : 75-6).
2. This term and the others underlined in the section are defined in any text on sampling and inferential statistics. For a good summary, see Moser & Kalton (1977).
3. The more populated stratum includes 83% of the total population of the six States in 1980. The less populated stratum includes the remaining 17% scattered in local government areas of 5000 or less total population.

For each stratum the proportion of the population incorporated in the sample was as follows:

	More populated stratum % population sampled	Less populated stratum % population sampled	Total % popu- lation sampled
NSW	26.8	1.8	28.6
VIC	25.6	1.3	26.9
QLD	15.0	.2	15.2
SA	30.0	2.6	32.6
WA	36.7	4.9	41.7
TAS	27.8	n.a.	27.8

4. Notation follows Stopher & Meyburg (1979 : 46-7). Upper case letters denote the parameters of the population, lower case letters refer to the statistics of the sample, and the hat ( $\hat{\phantom{x}}$ ) symbolises an estimated (not known) parameter.
5. Population figures were derived from the various State Australian Bureau of Statistics offices' publications for estimated population by local government area, 1980.

6. The standard error of  $\hat{Y}_i$  is that measure derived to reflect the evidence of the way the  $\hat{Y}_i$  might be expected to vary from sample to sample for all possible samples of size  $n_i$ . The magnitude of this standard error relates inversely to the size of the sample (i.e., it decreases as  $n_i$  increases) and directly to the amount of variation of  $\frac{y}{x}$  the ratio of organisations to population, between individual LGAs (i.e. it increases as this variation increases). It follows that for estimation purposes, a larger standard error will mean that a less precise estimate of  $Y_i$  is possible. Table 2.3 gives some indication of the range in variation of  $\frac{y}{x}$  for each stratum of each State but this is best seen by use of the comparative measure of variation, the coefficient of variation. In Table 2.3 the coefficient of variation of  $r_i$  could be found by dividing  $s_{r_i}$  by  $r_i$ . From this the sampled LGAs of the States for stratum 1 could be ranked in order of level and consistency of their ratio of organisations to population as below.

Stratum 1 Only

<u>Level of ratio</u>			<u>Consistency of ratio</u>	
Rank order (highest to lowest)	Value (Orgs/'000 pop.)		Rank order (highest to lowest)	Coefficient of Variation
1. W.A.	2.96		1. S.A.	.314
2. S.A.	2.87		2. TAS	.676
3. N.S.W.	2.13		3. N.S.W.	.704
4. TAS	2.07		4. QLD	.852
5. VIC	1.67		5. VIC	1.137
6. QLD	1.29		6. W.A.	1.182

These statistics give an indication of the amount of variation present in the sampled data.

7. The two Australian Territories were not sampled by local government area and the total number of welfare organisations (as listed by

local authorities) is 224 for the A.C.T. and 204 for the Northern Territory. This total of 428 organisations can be simply added to the estimates of numbers of NGWOs for the six States.

CHAPTER 3: NON-GOVERNMENT WELFARE ORGANISATIONS:  
A CLASSIFICATORY FRAMEWORK

INTRODUCTION

The original objective of this study was the development and application of a classification system that would allow identification and measurement of the characteristic dimensions that give Australian NGWOs cohesion and meaning as a group.

Two approaches to the development of the classification have been undertaken during the process of the research. While the main focus in this chapter will be on the final approach adopted, some documentation of the other approach will be given as informative background.

The chapter is divided into two sections. The first section describes the approach to the development of the classification. The second section sets out the structure of the classification system: a set of criteria that delineate the structural, functional and operational dimensions of NGWOs.

In its initial phase the research project committee worked on the assumption that a pre-existing classification of non-government welfare services would serve as an organising frame within which the data could be collected and structured. This classification, developed in the United States, is known as the United Way of America Service Information System (UWASIS). The UWASIS classification is a 'taxonomical approach to a goal oriented system for identifying, classifying and defining most existing human service programmes' (UWASIS, 1976:5). As a classification it has a number of different levels. At the broadest level, there are eight goal areas: Employment and Income Security; Health; Provision of Basic Material Needs; Education; Environment;

Justice, Protection and Safety; Family and Personal Well-being and Development; Community Organisation, Action and Development. These goal areas are further divided into 33 Service Systems, 231 Services and 587 Programmes. The complete taxonomy is contained in a volume with over 300 pages.

The most commonly used level in UWASIS is the Programme level. However, it was impractical and inappropriate to consider the 587 UWASIS programme categories in this study. Instead a modified version of UWASIS was devised. This had the same 8 broad goal areas but only 60 service categories (see Appendix 1, page 172).

The UWASIS classification influenced the development of this study in three main ways. First, a number of questions in the survey were framed using the nomenclature of UWASIS. In the subsequent shift away from UWASIS, these questions were excluded from the analysis. Second, UWASIS was used as the basis for stratifying, according to main goal area, the list of organisations from which the survey sample was drawn. As noted in Chapter 2, this stratification was undertaken to ensure that a broad proportional representation of goals was reflected in the surveyed organisations. Third, in the original analysis of the data, organisations were allocated to places within the UWASIS classification. This analysis has been used in a previous report (Hardwick and Graycar, 1982) and in several speeches and papers presented by the authors.

After the data were collected and the analysis started, serious problems with the UWASIS classification became obvious. The main problem was that the UWASIS classification confused the function or activity of the organisation with the target group of the service. For example, two categories include various kinds of organisations for the disabled without indicating what these organisations do. Similarly, another category includes organisations for Aborigines without describing the activities of these organisations. This problem occurs throughout the classification. Not only does it cause confusion between function and target group, it also results in substantial overlap

between goal areas. For example, the Country Women's Association could be classified under UWASIS '7.15: Social and Cultural - Women' or under '8.15: Fundraising'. As the problems with the UWASIS classification significantly intruded on the quality of interpretation of the Australian survey material, a decision was taken to develop a new classification system with comprehensive and independent dimensions.

#### CONSTRUCTION OF THE NGWO CLASSIFICATION SYSTEM

The decision to develop a new classification system represented a major shift in the research process. Originally the intention of the study was to provide an empirical description of the organisations in terms of an existing classification (UWASIS). The outcome, as presented here, is the construction of an original framework, developed by combining a conceptual understanding of non-government welfare organisations with the empirical material from the survey.

The reclassification commenced with reading each questionnaire to give an understanding of the nature of the 'sector' as shown in the survey results. The assessment of the questionnaire responses was influenced by two factors: one, an awareness of the way the survey questions had been structured and their possible effects on the data; and two, an experiential knowledge of the non-government welfare sector and expectations about its nature and composition.

The next step was the identification of the major dimensions of the classification. It seemed that the most important and obvious questions about organisations were what do they do, to whom do they do it, why and where. These questions were translated into four key dimensions: function, target, role, area. Such variables are conceptually central to a comparison of the national characteristics of NGWOs and in the next chapter the value of these variables in highlighting the nature of those NGWOs will be demonstrated.

A further dimension, that of time, is crucial, but as the survey was undertaken at one point in time (1981) changes in function, target, role and area could not be directly assessed. Data were collected however, on the foundation date or age of organisations. This information provides a surrogate measure of the changing nature of the 'sector': it can be used to explore the relationship between time of establishment, length of operation and the nature of the organisation.

The framework of the classification system is set out in Table 3.1. Its component variables and their categories are discussed in the remainder of this chapter.

### Function

This component of the classification describes what NGWOs do. It attempts to distil the distinguishing function(s) central to each organisation's existence and purpose.

Development of this dimension of the classification was a difficult task, depending upon first hand knowledge of the 'sector' as well as the survey material. One problem was the fact that the quality of the survey data varied substantially. For example, there was confusion in the responses to Question 1, Section 3, the open ended question seeking a list of the main functions and activities of the organisation in terms of funds and staff time. Here some respondents interpreted 'activity' to mean committee work or administration (which is undertaken by all organisations) within each broad functional category (i.e. education, health, etc.). Most organisations had difficulty in apportioning funds and staff time to particular functions because very few had a system of functional budgeting. Some organisations had difficulty describing their main function because it changed so often. There were different

TABLE 3.1: CLASSIFICATION OF NON-GOVERNMENT WELFARE ORGANISATIONS

WHAT DO NGWOs DO?	TO WHOM?	WHY?	WHERE?
BROAD FUNCTION	TARGET	ROLE	AREA
<ul style="list-style-type: none"> <li>. Accommodation</li> <li>. Community action</li> <li>. Social development</li> <li>. Personal care</li> <li>. Therapeutic care</li> <li>. Service support</li> <li>. Education</li> <li>. Health</li> <li>. Employment</li> <li>. Information</li> <li>. Income support</li> <li>. Multi-functional</li> <li>. Protection</li> </ul>	<ul style="list-style-type: none"> <li>. Gender</li> <li>. Life stage</li> <li>. Ethnicity</li> <li>. Income</li> <li>. Social relationship</li> <li>. Personal-institutional relationship</li> <li>. Disability status</li> </ul>	<ul style="list-style-type: none"> <li>. Provision of service</li> <li>. Maintenance of status quo</li> <li>. Social change</li> <li>. Self help</li> </ul>	<p>1. <u>Location of NGWO</u></p> <ul style="list-style-type: none"> <li>. New South Wales</li> <li>. Victoria</li> <li>. Queensland</li> <li>. South Australia</li> <li>. Western Australia</li> <li>. Northern Territory</li> <li>. Australian Capital Territory</li> </ul> <p>2. <u>Geographical extent of NGWO service</u></p> <ul style="list-style-type: none"> <li>. All Australia</li> <li>. More than one state</li> <li>. One state or territory</li> <li>. More than one LGA</li> <li>. One suburb or town</li> <li>. Neighbourhood</li> </ul>
<p><u>SPECIFIC FUNCTION</u></p> <p>45 sub categories</p>			

perceptions of what was meant by main function: some organisations saw it as the original reason for the establishment of the organisation even if it was no longer the dominant function. Others saw it as the service in most demand even if it did not claim the majority of resources.

Notwithstanding these difficulties, there was enough detailed information in the survey to provide a very rich description of each organisation's functions. A two level hierarchy of function was created. The first level is general, and comprises 13 discrete functional categories depicting the broad orientation of the NGWOs in Australia. The second level is a more specific description of function. Between two and six of these specific functions have been identified for each of the 13 broad areas, resulting in a total of 45 different specific functions (Table 3.2).

It is of interest to note, in this context, that the Australian Bureau of Statistics has just released the Australian Standard Welfare Activities Classification (ABS, 1984). This is a classification of function only and is much more detailed on that dimension than the one developed here comprising three different levels: major group, minor group and class, encompassing 5, 27 and 104 categories respectively. It is intended to be applied to a much broader group of organisations incorporating both those in the government and non-government sector. Eventually this should be a very useful tool to allow functional comparisons of government and non-government organisations.

In coding organisations in our survey, it became obvious that most organisations perform more than one specific function. A decision was taken to code organisations on one or two functions. The authors were satisfied that it was possible to identify one or two functions from every questionnaire and that two functions represented the main focus of the organisations. In addition, coding the organisations on more than two functions would have resulted in major complications in the analysis of the data. This focus on two functions means that the dominant rather than the incidental services are emphasised. Labels, definitions and

explanatory notes of the 13 broad functional categories and the 45 specific sub-categories are set out in Table 3.2.

Each of the broad functional areas represents a logical grouping of specific functions into areas of general similarity of orientation or activity. For instance, **Income support** organisations are those whose direct function is the supplementation of income for subsistence with goods, cash or services or some combination of these. **Accommodation** organisations provide a range of forms of residential accommodation. **Education** organisations have a predominantly teaching role but operate outside the formal education system. Usually their clients need additional or compensatory education. **Employment** organisations focus on job-related services, providing work in an alternative way to the commercial market (sheltered workshops, worker co-operatives) or training and development for unemployed people. **Personal care** organisations are involved in general personal well-being and development. **Therapeutic care** organisations are distinguished by their orientation to the counselling and rehabilitation of those who are disabled or who have psychological or emotional problems. **Health care** organisations provide counselling, support, education and preventive programmes rather than primary medical services. **Social development** organisations focus on serving the social, cultural and recreational needs of their client population. **Community action** organisations orient their activities, which are generally broader than those of organisations in the previous group, to one locality or environment. **Service support** organisations exist mainly to service the other groups in the sector. While all organisations to some extent may be involved in research, fundraising, volunteer training and co-ordination and planning, the service support organisations exist expressly and dominantly to provide this set of functions. **Information** organisations are distinguished by their provision of information and referral services of various kinds relevant to the welfare of the whole population or sectors of it. **Protection** organisations exist to prevent and remedy disruption and crisis in people's lives that does not arise from sickness or from disability. Finally, the **Multi-functional**

organisations are those that do many of these things in conjunction and cannot easily be described in terms of one or two main activities. Generally the scope of these organisations is not confined to a specific service area (which is usual for organisations in non-government welfare) but is determined by some other criteria, such as target group, location or style, for instance.

This classification of function was applied to the sample data and the results are reported in Chapter 4.

TABLE 3.2: CLASSIFICATION OF NGWO FUNCTION

BROAD FUNCTION AREA	SPECIFIC FUNCTION AREA	NOTES AND EXAMPLES
1. ACCOMMODATION	1.1 emergency housing	crisis, short term, transitional e.g. women's refuges, youth refuges, hostels for the homeless.
	1.2 special purpose accommodation	longer term than 1.1; accommodation for people in special circumstances e.g. mildly disabled, independent aged, children without homes, ex-psychiatric patients, students; may be supported or independent.
	1.3 nursing home	medium to long term, intensive support for frail aged, aged and disabled.
	1.4 community housing	long term provision of housing for independent, low income households e.g. housing co-operatives.
2. COMMUNITY ACTION	2.1 public education or advocacy for particular group rights	groups chiefly oriented to lobbying and social action - political groups, pressure groups.
	2.2 geographically based organisations for social/environmental improvement	focus is local community involvement; distinct from 2.1 above because not necessarily concerned with equity/justice issues but just improvement. Involvement is on a geographic basis not a specific social/demographic basis. Includes local service clubs, progress associations and some social action groups concerned with local environmental issues.
	2.3 self-help provision for group needs	organisations with same kind of interests as 2.1 or 2.2 but organised on a self-help basis. Membership of group is largely restricted to individuals directly affected by the issue.

Table 3.2 cont'd.

BROAD FUNCTION AREA	SPECIFIC FUNCTION AREA	NOTES AND EXAMPLES
3. SOCIAL DEVELOPMENT	3.1 religious/spiritual development	churches or church-associated groups where this function is carried out together with other welfare functions (N.B. church groups not performing a welfare function were not included in the survey).
	3.2 social or recreational activity	broad range of clientele. Organisations include senior citizen clubs, youth groups, boy scouts, girl guides, playgroups.
4. PERSONAL CARE	4.1 day care	centre-based care for children, disabled, aged.
	4.2 home-based care	clients in carer's homes (e.g. family day care) or carer in client's home.
	4.3 domiciliary services	includes provision of meals, cleaning, shopping, odd jobs, transport.
	4.4 foster care	arrangement of foster care.
	4.5 adoption service	
	4.6 support and advice	non-formal, non-professional counselling and assistance: visiting and talking, providing voluntary advice e.g. some church groups.
5. THERAPEUTIC CARE	5.1 disability rehabilitation	includes rehabilitation centres for the disabled, alcoholics; usually professionally based
	5.2 psychological rehabilitation	for people who have suffered psychological trauma e.g. bereavement counselling, often using self help techniques.

Table 3.2 cont'd.

BROAD FUNCTION AREA	SPECIFIC FUNCTION AREA	NOTES AND EXAMPLES
5. THERAPEUTIC CARE contd.	5.3 counselling services	professional, formal services for general problems e.g. marriage guidance counselling, crisis telephone services.
	5.4 community-based services	distinctive because they are non-institutionalised; provide professional support in a community or workplace.
6. SERVICE SUPPORT	6.1 funding provision	organisations where main function is fundraising and the distribution of funds e.g. Lions, Rotary, some Red Cross organisations. Does not include organisations who raise funds to finance their own welfare services.
	6.2 research and evaluation	
	6.3 co-ordination, planning and support of other NGWOs	e.g. interagency organisations, administrative service organisations.
	6.4 volunteer management and/or training	organisations who focus on volunteer development or provision of volunteers for community service e.g. volunteer bureaux, some service clubs.
7. EDUCATION	7.1 pre-schools	formal pre-school organisations with specific educational component (as distinct from 4.1 day care and 4.2 home-based care).
	7.2 toy libraries	
	7.3 adult education	organisations offering formal skills courses to adults e.g. WEA classes.
	7.4 special education	education programmes for groups with specific learning needs or disabilities e.g. SPELD.

Table 3.2 cont'd.

BROAD FUNCTION AREA	SPECIFIC FUNCTION AREA	NOTES AND EXAMPLES
8. HEALTH	8.1 family planning/ pregnancy termination	includes organisations providing contraception or abortion or both.
	8.2 pregnancy support	organisations directly supporting expectant mothers during their pregnancy.
	8.3 first aid/rescue services	provide actual services as well as training others to do so, e.g. St. John's ambulance, sea rescue services.
	8.4 support of frail and ill	general and occasional support especially visiting.
	8.5 health education	organisations concerned with promotion of health care. Usually through self help, e.g. family planning education, support and understanding of specific diseases, general preventive health care.
	8.6 general health services	range of services provided e.g. community health centres.
9. EMPLOYMENT	9.1 sheltered workshops	includes traditional sheltered workshops and vocational therapy centres for the disabled.
	9.2 job creation projects	non-profit organisations responsible for wage generating activities e.g. worker co-operatives.
	9.3 maintenance/ development of work ethic and/or skills	organisations with orientation to keeping unemployed occupied and/or prepared for work e.g. CYSS schemes.

Table 3.2 cont'd.

BROAD FUNCTION AREA	SPECIFIC FUNCTION AREA	NOTES AND EXAMPLES
10. INFORMATION	10.1 community information	centres providing information on a wide range of services/facilities relating to either/both local area or wider society or both, e.g. community advice bureaux, neighbourhood centres, regional information services.
	10.2 financial advisory services	specific, e.g. budget planning.
	10.3 legal advice/referral service	specific.
11. INCOME SUPPORT	11.1 emergency cash assistance	cash given as regular supplement or crisis relief.
	11.2 emergency goods and/or services	direct provision of clothing, furniture, food and/or vouchers for goods or payment of accounts such as gas, electricity.
12. MULTI-FUNCTIONAL	No specific categories	broad range of functions, e.g. an organisation combining housing, health, information and care services for aborigines.
13. PROTECTION	13.1 protection from abuse	organisations responding to physical, sexual or emotional abuse.
	13.2 crisis intervention	counselling by trained counsellors; e.g. intervention in domestic crisis situations.
	13.3 disaster relief	provide community assistance in natural disasters.
	13.4 road safety	promotion.

### Target Group

Target groups of organisations are defined as those population groups who are eligible for their services. Target groups are generally broader than client groups who are the actual users of the service. Eligibility for services is not always defined by NGWOs in terms of the same identifying characteristic. Consequently, seven sets of identifying characteristics were constructed to form this part of the classification.

The identifying characteristics chosen include those normally used in any demographic analysis, namely gender, life-stage, ethnicity/race and income level. As well, three others are included: people who are in a particular social relationship (for example, families, single parents); people who are within a particular institutional relationship (for example, people from the armed services, people who are pension/benefit recipients, people who have been in prison); people who have a particular disability (for example, a physical or intellectual disability). The full list of categories used in the classification is given in Table 3.3. It should be noted, however, that an organisation may have no specific target groups - people of any age, any sex, any income level may be eligible for their service. In other cases only one characteristic may be relevant in determining the distinctive orientation of the organisation's service - for example, the service may be for women regardless of age, ethnic background or income. Alternatively, several or all of the identifying characteristics may be relevant to the organisation's definition of its target group - for example, Aboriginal women who are single parents.

TABLE 3.3: CLASSIFICATION OF TARGET GROUP

VARIABLE	CATEGORIES
1. GENDER	1.1 No gender specified 1.2 Mainly or exclusively female 1.3 Mainly or exclusively male
2. LIFE STAGE	2.1 No lifestage specified 2.2 Children - pre-school age 2.3 Children - school age 2.4 Children of any age 2.5 Youth 2.6 Adults 2.7 Elderly
3. ETHNICITY	3.1 No ethnicity specified 3.2 Aborigines 3.3 Migrants - general 3.4 Migrants - specific 3.5 Anglo-Australians
4. INCOME LEVEL	4.1 No income level specified 4.2 Low income, unemployed 4.3 Middle to high income
5. SOCIAL RELATIONSHIP	5.1 No social relationship specified 5.2 Married 5.3 Ex married (widowed, divorced, separated) 5.4 Single 5.5 Family unit 5.6 Single parent family 5.7 Parentless child/broken family 5.8 Homosexual

Table 3.3 cont'd.

VARIABLE	CATEGORIES
6. PERSONAL- INSTITUTIONAL RELATIONSHIP	6.1 Non-specific
	6.2 Social security recipient
	6.3 Prisoners/ex-prisoners/parolees etc.
	6.4 Armed services/ex-service
	6.5 Student
	6.6 Workforce
	6.7 State wards
	6.8 Homeless persons
	6.9 Consumer
	6.10 Hospitalised persons
	6.11 Welfare workers
7. DISABILITY STATUS	7.1 No disability groups specified
	7.2 Mental disability
	7.3 Physical disability
	7.4 Physical and/or mental disability
	7.5 Drug/alcohol dependency
	7.6 Psychological/emotional trauma.

## Role

Role is a variable which attempts to explain the purpose behind what organisations do (Function) for their clients (Targets). Two dimensions of role were used in the analysis of the data. First there was an expressed role based on how the organisation itself perceives its role. Second there was an assigned role based on how the researchers assessed the role of the organisation. A description of the categories developed for each of these roles is provided in Tables 3.4 and 3.5

An indication of role is crucial to a classification of NGWOs and to an understanding of non-government welfare. Yet an organisation's purpose - its aims, objectives and effect - is difficult to assess in a mail survey. Questions about purpose cannot be asked in a highly-structured way because that presumes a prior understanding of what is a complex and value-laden issue. Open-ended questions elicit very uneven responses, especially on an issue like role that may be difficult to explain. Organisations may have reasons to misrepresent their purpose. In other cases, it may be that an organisation's effective role is not what its members perceive or believe it to be.

For these reasons a twofold classification of role was pursued. The expressed role classification was developed on the basis of information provided mainly in Section 8 of the questionnaire (Appendix II, page 173). In this Section it was apparent that many organisations were very conscious of their specific role. Consequently, all the distinctions made in the classification were very deliberate. Many organisations were quite explicit about their aim to promote or uphold existing institutions, like the family, in its present form; others described their role as simply serving a need. This was the extent of their perception of their role (Table 3.4).

The assigned role classification represents the authors' judgement on the effective role of each organisation in its broader social, economic and political context. It was based on all the relevant

information given in the questionnaire and the authors' knowledge of the sector. In this judgement the authors sought to assess how each organisation fitted into one of six historical roles related to service provision, reproduction of social norms or institutions, or the generation of social change (Table 3.5).

Obviously some organisations have more than one role. Sometimes organisations had several distinct roles because of different functions within the same organisation or because of differences between members. In other cases, an historical relationship was evident between roles: a new role had derived from an earlier role. Roles, too, were sometimes logically related - material assistance and the reproduction of certain values can be complementary objectives. In the specific instance of welfare organisations oriented to social change, one role (service provision, for example) may legitimate the social change role.

Empirical results of this analysis are provided in the next chapter where frequencies for expressed role and assigned role are given. The exploratory nature of assigned role precluded its use in cross tabulations. However, it may be useful as the basis of research elsewhere.

TABLE 3.4: CLASSIFICATION OF NGWO EXPRESSED ROLE

<u>EXPRESSED ROLE</u>	
<u>Category</u>	<u>Notes</u>
1. Provision of 'needed' collective services	Organisations responding to an obvious need without examining why the need exists. May have the same effect as 2 but this is not the expressed intention of the organisation. These organisations do not get involved in the socio-economic and socio-political issues that structure either the need or the resultant services.
2. Maintenance of the status quo	Organisations with an intention to preserve or restore the status quo, especially in its traditional and dominant form e.g. the nuclear family. Occasionally expressed as 'doing the government's job'.
3. Commitment to social change	Organisations with an explicit intention to change society in a progressive way; concern with social justice and equity and strategies for achieving this.
4. Self-help for survival, maintenance or personal development	Organisations with an explicit concern for service provision (like in 1 or 2) but with a self-help philosophy and practice. They tend also to be different to those in 3 above, because they are more concerned with changing or overcoming their own members' specific problems or needs at an individual rather than a societal level.

TABLE 3.5: CLASSIFICATION OF NGWO ASSIGNED ROLE

<u>ASSIGNED ROLE</u>	
1. Supply of cash/goods/services of an essential nature for the subsistence of those on low incomes or outside the workforce	These organisations undertake the role of serving the 'disadvantaged' especially to provide their basic material needs. Historically, this has been a major role for 'charitable' organisations.
2. Provision of services necessary/preferable for effective community functioning	Organisations performing this role are distinguished from 1 above because they collectively offer a wider range of services which are used by more groups in the population.
3. Mediation between individuals/groups and the state	These organisations assist individuals in their dealings with public institutions. This role has developed as welfare provision becomes more complex and more bureaucratised (i.e. with the growth of the welfare state).
4. Reproduction of social norms	Organisations in this category have a clear ideological purpose underpinning their function i.e. the promotion of traditional values of family, work, leisure and authority. Effective role of these organisations, whether intended or not, is social control.
5. Rehabilitation of deviance from social norms or rehabilitation and/or disability	Organisations where the target group is the key to their particular role. Target group is not primarily those who are economically marginalised as in 1.) above but those discriminated against or inadequately provided for because of social, physical or intellectual disabilities.
6. Involvement in socio-political action for change; promotion of rights, equity	These organisations have an interest in effecting greater social equality through structural change.

## Area

The fourth dimension chosen to delineate the character of NGWOs in Australia is an area variable. There are two aspects to this variable - one, the State or Territory where the organisation is located, and two, the geographical extent of the organisation's operations. The categories used in the classification for each of these area variables are given in Table 3.6.

TABLE 3.6: CLASSIFICATION OF AREA

### 1. Location by State or Territory

1. New South Wales
2. Victoria
3. Queensland
4. South Australia
5. Western Australia
6. Tasmania
7. Northern Territory
8. Australian Capital Territory

### 2. Geographical Extent of NGWO Service

1. All of Australia
2. More than one state or territory
3. One state or territory
4. More than one Local Government Area (LGA)
5. One LGA
6. One suburb or town
7. The neighbourhood

In the analysis of NGWOs, only the State of location is used. It is not possible to further disaggregate the data because of the way the sampling was designed. However, analysis by State is relevant because diversity of functions, targets and roles of NGWOs may be a response to the legislative and/or historical arrangements that have developed independently in the provision of welfare services in each State.

The geographical extent of each NGWO's activity may vary from the local to the national. It is important to determine whether there are distinctive patterns in the functions, targets and roles of organisations according to the extent of operation of the NGWOs.

## CHAPTER 4: CLASSIFICATION OF A SAMPLE OF AUSTRALIAN NGWOS

In Chapter 3 a comprehensive classification for describing non-government welfare organisations was outlined. In this chapter, data from the survey are reported, using this framework. Analysis of the results in this way has provided a picture of both the common nature of NGWOs and of their diversity. The results are presented in two parts. In the first part, frequency distributions of the key dimensions of the classification are given. In the second part, cross tabulations of these key variables reveal their interrelationship.

### FREQUENCY DISTRIBUTION

#### Function

Thirteen broad functions and their 45 specific functions were described in Chapter 3. Analysis of the 571 questionnaire returns revealed that 412 organisations (72%) performed at least two functions. Table 4.2 shows the distribution of these 983 specific functions. Table 4.1 summarises the distribution into the 13 broad functional areas. As 75 organisations had two specific functions within the same broad functional areas, these have only been counted once in this summary table. Hence the total number of functions reported for organisations in Table 4.1 sum to 908 rather than 983. Percentages are given as a proportion of 571 organisations.

The largest functional area is **Personal care** with 131 organisations (22.9%) reporting this function. Within this broad functional area, support and advice is the specific function which accounts for over half of these organisations (Table 4.2). However it was most often reported as a second function.

TABLE 4.1: NON GOVERNMENT WELFARE ORGANISATIONS: BROAD FUNCTIONS

Function	No. of orgs.	% of total orgs
Accommodation	116	20.3
Community action	123	21.5
Social development	113	19.8
Personal care	131	22.9
Therapeutic care	91	15.9
Service support	78	13.7
Education	47	8.2
Health	59	10.3
Employment	36	6.3
Information	48	8.4
Income support	46	8.1
Multi-functional	9	1.6
Protection	11	1.9
<b>Total no. of orgs.</b>	<b>571<sup>(a)</sup></b>	

Notes:

- (a) Total is less than the sum of components because over half of the organisations have more than one broad function. Altogether there were 908 functions specified. Percentages are a proportion of 571, so the sum of percentages is greater than 100.

**Community action** is the second largest broad functional area with 123 organisations (21.5%) reporting this as one of their functions. The three specific functions of public education or advocacy of rights of particular groups, community action for social and environmental improvement, and self help are represented in similar proportions (Table 4.2).

The third largest broad functional area is **Accommodation** with 116 organisations (20.3%) reporting this function. The dominant specific function is special purpose accommodation, which includes accommodation for people in special circumstances e.g. for those who are mildly

disabled, the independent aged, ex-psychiatric patients, state wards.

Nearly 20 per cent of all organisations reported a **Social development** function. This comprises two specific functions - religious or spiritual development, and social or recreational activity. It is notable that social or recreational activity is the largest single specific function in the whole classification: 96 organisations or 16.8 per cent of the total reported this specific function. The survey, it should be remembered, did not include organisations that were purely social or recreational, but rather included those with a welfare function (see Chapter 2). Included in this specific category are senior citizens centres, boy scouts and girl guides, playgroups etc.

**Therapeutic care** is provided by 91 organisations (15.9%). Specific functions include professional counselling services, rehabilitation services for the physically disabled and for the psychologically disabled, and community based preventive programmes (Table 4.2).

**Service support** functions including fund-raising, research, co-ordination, volunteer training and management services, are offered by 78 organisations (13.7%).

**Health care** functions, including family planning and pregnancy termination, pregnancy support, first aid and rescue services, support of the frail, aged and ill, preventive education and general community-based health care, are provided by 59 organisations (10.3%). The largest specific function is preventive health education. It is of interest to note that this is much more frequently reported as a second function than a first function.

**Information services**, comprising community information centres, citizen's advice bureaux, legal centres and financial advisory services, are provided by 48 organisations (8.4%).

TABLE 4.2: NON GOVERNMENT WELFARE ORGANISATIONS: SPECIFIC FUNCTIONS

Specific Function	No. of orgs.	% of total orgs.
<b>ACCOMMODATION</b>		
Emergency housing	25	4.4
Special purpose accomm.	83	14.5
Nursing home	25	4.4
Community housing	1	0.2
<b>Total</b>	<b>116<sup>(a)</sup></b>	<b>20.3</b>
<b>COMMUNITY ACTION</b>		
Public education	51	8.9
Social/envIRON. improvement	39	6.8
Self help	42	7.4
<b>Total</b>	<b>123</b>	<b>21.5</b>
<b>SOCIAL DEVELOPMENT</b>		
Religious/spiritual	22	3.9
Social/recreational	96	16.8
<b>Total</b>	<b>113</b>	<b>19.8</b>
<b>PERSONAL CARE</b>		
Day care	25	4.4
Home based care	6	1.1
Domiciliary services	28	4.9
Foster care	4	0.7
Adoption service	1	0.2
Support and advice	81	14.2
<b>Total</b>	<b>131</b>	<b>22.9</b>
<b>THERAPEUTIC CARE</b>		
Disability rehab.	26	4.6
Psychological rehab.	10	1.2
Counselling services	39	6.8
Community based services	23	4.0
<b>Total</b>	<b>91</b>	<b>15.9</b>
<b>SERVICE SUPPORT</b>		
Funding provision	29	5.1
Research and evaluation	10	1.2
Co-ordination, planning, support	28	4.9
Volunteer management & training	20	3.5
<b>Total</b>	<b>78</b>	<b>13.7</b>

... cont'd

Table 4.2 (cont'd)

<b>EDUCATION</b>		
Pre-schools	20	3.5
Toy libraries	6	1.1
Adult education	3	0.5
Special education	18	3.2
<b>Total</b>	<b>47</b>	<b>8.2</b>
<b>HEALTH</b>		
Family planning/pregnancy termination	10	1.8
Pregnancy support	11	1.9
First aid/rescue services	7	1.2
Support of frail and ill	7	1.2
Health education	23	4.0
General health services	12	2.1
<b>Total</b>	<b>59</b>	<b>10.3</b>
<b>EMPLOYMENT</b>		
Sheltered workshops	22	3.9
Job creation projects	3	0.5
Maintenance/development of skills	11	1.9
<b>Total</b>	<b>36</b>	<b>6.3</b>
<b>INFORMATION</b>		
Community information	42	7.4
Financial advisory services	2	0.4
Legal advice/referral service	5	0.9
<b>Total</b>	<b>48</b>	<b>8.4</b>
<b>INCOME SUPPORT</b>		
Emergency cash assistance	14	2.4
Emergency goods and/or services	33	5.8
<b>Total</b>	<b>46</b>	<b>8.1</b>
<b>MULTI-FUNCTIONAL</b>		
<b>Total</b>	<b>9</b>	<b>1.6</b>
<b>PROTECTION</b>		
Protection from abuse	4	0.7
Crisis intervention	5	0.9
Disaster relief	1	0.2
Road safety	1	0.2
<b>Total</b>	<b>11</b>	<b>1.9</b>
<b>Total no. of organisations</b>	<b>571<sup>(b)</sup></b>	

... cont'd.

Table 4.2 (cont'd)Notes:

- (a) Sub totals may be less than the sum of the components as some organisations may have two specific functions in the same broad function area. In these cases, the organisation is only counted once in the sub-total.
- (b) Total is less than the sum of components because over half of the organisations have more than one broad function. Percentages are a proportion of 571, so the sum of percentages is greater than 100.

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**Education** and **Income support** as broad function areas are of a similar magnitude, with 47 (8.2%) and 46 (8.1%) organisations respectively reporting this function. In the education area, pre-schools and kindergartens form the largest specific functional area followed by special education, mainly for disabled children (Table 4.2). In the income support area, material assistance in the form of goods and services is a much more common function than emergency finance (Table 4.2).

The remaining broad functional areas of **Employment** (36 organisations), **Protection** (11 organisations) and **Multifunctional** (9 organisations) are relatively less numerous. **Employment**, like **Education**, is much more significant as a first function area. **Protection** is a very small area, involving less than 2 per cent of all the surveyed organisations, yet it is a distinctive area of service concerned with the prevention of and intervention in situations of physical violence, or in one case, with the promotion of road safety. Only 9 organisations were classified as truly multifunctional - operating across many of the function areas toward a singular objective (e.g. total community development) or for one group (e.g. a range of services for Aborigines or for disabled people) or in one place. These 9 organisations are the only grouping in the sample whose central activities were not conveyed in a dual functional classification. This suggests that non-government welfare organisations in Australia have

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developed along function-specific lines.

While one can get an overview of the range of activities by examining the distribution of all functions, a better understanding of the nature of organisations can be obtained by examining the pattern of association between the two functions. The majority of organisations (72%) included in the analysis have two specific functions, but this pattern of association between functions is not obvious from the data in Tables 4.1 and 4.2.

To illustrate the interrelations between functional areas within any organisation, one might take emergency housing services (within **Accommodation**). Organisations having this specific function listed as their other specific functions: goods and services provision, support and advice, protection from abuse, counselling, community information, religious or spiritual support, emergency finance provision and employment skills development. If other dimensions of the classification (especially target group) are considered, these different combinations can be explained. Thus an organisation providing emergency housing and protection from abuse is likely to be a women's refuge while an organisation providing emergency housing and spiritual support is likely to be a church run shelter for homeless people.

Given that 412 organisations had two different specific functions and that there were 45 specific functional categories, the number of possible combinations is high. The most commonly occurring combinations are listed in Table 4.3. Combinations which comprised one per cent or more of the sample (6 organisations) are included. These 13 combinations accounted for 102 organisations or 25 per cent of the total (412). The total number of combinations was 214.

TABLE 4.3: SELECTED ORGANISATIONS WITH TWO FUNCTIONS:  
MOST FREQUENT COMBINATIONS OF SPECIFIC FUNCTIONS

Combinations of specific functions	No. of orgs.
Special purpose accommodation and Nursing home	15
Sheltered workshop and Special purpose accomm.	12
Community information and Social/environmental improvement	9
Religious and spiritual development and Support and advice	8
Public education and Community information	8
Social or recreational activity and Fundraising	7
Public education and Co-ordination, planning, support	7
Family planning and Health education	6
Psychological rehabilitation and Self help	6
Self help and Support and advice	6
Self help and Social or recreational activity	6
Fundraising and Volunteer training	6
Social/environmental improvement and Counselling	6
<b>Total</b>	<b>102</b>

Table 4.4 is a cross tabulation of the two broad functional areas of organisations. 75 organisations have two specific functions within the same broad functional area. The most common combination of different functions is **Social development** and **Personal care** reported by 20 organisations. From Table 4.3 it is clear that a large component of these organisations would provide religious and spiritual development and support and advice. The next largest combination in Table 4.4 is **Employment** and **Accommodation** reported by 13 organisations. Table 4.3

TABLE 4.4: NGWOs: COMBINATIONS OF BROAD FUNCTIONS PERFORMED BY ORGANISATIONS

Function	Total number of orgs.	Orgs.with only one function	Organisations with another function													Total
			Function													
			Accommodation	Community action	Social development	Personal care	Therapeutic care	Service support	Education	Health	Employment	Information	Income support	Multi-functional	Protection	
Accommodation	83	21	18	1	6	10	9	-	1	4	1	1	8	-	3	62
Community action	79	12	2	9	4	10	5	12	-	5	1	12	3	2	2	67
Social development	75	34	1	4	5	20	2	5	-	2	-	1	1	-	-	41
Personal care	65	23	1	4	7	14	1	1	1	2	-	1	10	-	-	42
Therapeutic care	63	8	8	11	3	5	7	6	2	5	2	3	2	-	1	55
Service support	48	9	-	8	9	2	-	9	1	3	-	6	1	-	-	39
Education	41	17	1	2	4	9	4	1	-	-	2	1	-	-	-	24
Health	37	10	1	1	1	1	5	4	-	11	-	1	2	-	-	27
Employment	29	10	13	1	1	1	2	-	1	-	-	-	-	-	-	19
Information	22	5	-	8	1	3	1	1	-	1	-	1	1	-	-	17
Income support	17	5	4	3	1	3	-	-	-	-	-	-	1	-	-	12
Multi-functional	7	3	-	1	-	1	-	-	-	-	1	-	1	-	-	4
Protection	5	2	2	-	1	-	-	-	-	-	-	-	-	-	-	3
Total no.of orgs	571	159	51	53	43	79	36	39	6	33	7	27	30	2	6	412
% of total orgs.	100.0	27.8	8.9	9.3	7.5	13.8	6.3	6.8	1.1	5.8	1.2	4.7	5.3	0.4	1.1	72.2

reveals that these are almost entirely sheltered workshops which also provide accommodation. Table 4.4 shows a diverse pattern of functional associations with 95 different combinations even at this broad function level. Like specific function, this large number of broad functional combinations precludes the use of this variable in cross tabulations with other variables. Thus total functions only (Table 4.1) with no associations, are used in cross tabulations of function with other variables, given in the second part of this chapter.

159 organisations have only one function (col. 2 Table 4.4). Analysis of this column will show that the areas of **Education** and **Social development** have a higher than expected number of single function organisations while the areas of **Therapeutic care**, **Community action**, **Service support** and **Personal care** are less likely to have single function organisations.

#### Target Group

The classification of target group was provided in Table 3.3. Target groups could be defined in terms of seven different characteristics. Coding on the 'gender' and 'life-stage' variables of the classifications of target groups was based on specific questions on sex and age of the target population. Data on the other target variables was obtained from the information supplied in the open-ended question about the particular groups in society for whom the organisation provides services, and by cross-reference to other variables where necessary. While a conceptual distinction could be made between 'target groups' (potential users) and 'client groups' (actual users) of NGWOs, the coding of the survey data did not always allow for this distinction, so that only target group is referred to in the results.

A large proportion of NGWOs have a selective rather than a universal population focus. From Table 4.5 it can be seen that only 11.9 per cent of organisations did not specify a particular target group. A further 22.6 per cent (129 organisations) specified one distinguishing characteristic only while the remaining 65.5 per cent specified more than one distinguishing characteristic for their target population.

TABLE 4.5: NUMBER OF SETS OF IDENTIFYING CHARACTERISTICS USED  
BY NGWOs TO DESCRIBE TARGET GROUPS

Number of sets of identifying characteristics	No. of orgs.	% of total orgs.
Nil	68	11.9
1	129	22.6
2	148	25.9
3	136	23.8
4	72	12.6
5	15	2.6
6	3	0.6
7	0	-
<b>Total</b>	<b>571</b>	<b>100.0</b>

Of the organisations distinguishing targets on the basis of one characteristic only, 32 per cent used the 'life stage' variable. Another 29 per cent used 'disability status'. 'Income level' and 'social relationship' were the next most frequently used criteria with 14 per cent and 12 per cent of organisations respectively identifying their target population in this way.

Of the 148 organisations who identified their target group on the basis of two characteristics, the combination of 'life stage' and 'social relationship' were most common with 30 per cent using this dual categorisation of target group. The combination of 'gender' and 'life stage' and of 'personal-institutional' and 'life stage' were the next most frequent, used by approximately 17 per cent of these organisations.

Where three or more characteristics were the basis upon which an organisation identified its target group, there was no pattern to the combinations that occurred.

Table 4.6 shows the relative importance of each of the seven distinguishing characteristics used to define target group. Age is clearly the most important variable with 350 organisations using it alone or in combination with other variables to define target group. The other variables, excluding 'ethnicity', are used by roughly the same number of organisations (168 on average) either alone or in combination. Only 22 organisations defined their target group in terms of the 'ethnicity' variable.

TABLE 4.6: RELATIVE IMPORTANCE OF SEVEN IDENTIFYING CHARACTERISTICS USED TO DEFINE TARGET GROUP

Identifying Characteristic	No. of orgs. defining their target groups in terms of these characteristics	No. of orgs. defining their target groups using only these characteristics
Lifestage (e.g. children, adults etc.)	350	41
Social relationship (e.g. single parent family, two parent family etc.)	196	16
Income level	169	18
Personal-institutional (e.g. Social Security recipient)	165	4
Gender	159	11
Disability status	153	37
Ethnicity	22	2
None of above	68	

The distribution of all the organisations on each of the 'target' characteristics is provided in Tables 4.7 to 4.13. Much of the meaning of the information in these tables is self evident. Some brief illustrative and interpretative comment is added below.

It is apparent in Table 4.7, for instance, that while 72.2 per cent of NGWOs do not have gender-based eligibility criteria, a significant number (119 organisations) have services available mainly or exclusively for women, while in contrast, only 40 organisations have services mainly or exclusively for men.

Age ('lifestage') is an important distinguishing variable with 61.3 per cent of NGWOs identifying target/client groups on this basis. Table 4.8 indicates that all age groups - children, youth, adults, elderly - have significant numbers of organisations providing services on their behalf. In some cases the nature of the service determines the target group, e.g. pre-schools, family planning; in other organisations it is the basis for restricting the focus of the organisations e.g. recreational centre for senior citizens.

Only a relatively small number of organisations picked up in the survey were specifically or exclusively serving migrants or Aborigines (Table 4.9). Nevertheless if this number is projected on a national basis there would be somewhere between 1,100 and 2,200 organisations.

While it is often assumed that most NGWOs deal with the poorest people in society because this was their traditional 'charitable' role, less than one third specifically define eligibility on this basis (Table 4.10). In any future studies using a class-based analysis of social welfare provision it might be useful to distinguish further low income clients especially those within the workforce on low wages, and those outside the workforce (sick, retired, unemployed).

TABLE 4.7: GENDER OF TARGET GROUPS OF NGWOS

Gender of target group	No. of orgs.	% of total orgs.
No gender specified	412	72.2
Mainly, exclusively female	119	20.8
Mainly, exclusively male	40	7.0
<b>Total</b>	<b>571</b>	<b>100.0</b>

TABLE 4.8: LIFESTAGE OF TARGET GROUP OF NGWOS

Lifestage of target group	No. of orgs.	% of total orgs.
No lifestage specified	221	38.7
Children - pre-school age	57	10.0
Children - school age	30	5.3
Children - any age	28	4.9
Youth	37	6.5
Adults	108	18.9
Elderly	90	15.7
<b>Total</b>	<b>571</b>	<b>100.0</b>

TABLE 4.9: ETHNICITY OF TARGET GROUP OF NGWOS

Ethnicity of target group	No. of orgs.	% of total orgs.
No ethnicity specified	549	96.1
Aborigines	8	1.4
Migrants - general	9	1.6
Migrants - specific	5	0.9
<b>Total</b>	<b>571</b>	<b>100.0</b>

TABLE 4.10: INCOME LEVEL OF TARGET GROUP OF NGWOs

Income level of target group	No. of orgs.	% of total orgs.
No income level specified	402	70.4
Low income, unemployed	163	28.5
Middle to high income	6	1.1
<b>Total</b>	<b>571</b>	<b>100.0</b>

TABLE 4.11: SOCIAL RELATIONSHIP OF TARGET GROUP

Social relationship of target group	No. of orgs.	% of total orgs.
No social relationship specified	375	65.7
Married	6	1.1
Ex Married	11	1.9
Single	19	3.3
Family unit	128	22.4
Single parent family	17	3.0
Parentless child/broken family	14	2.5
Homosexual	1	0.1
<b>Total</b>	<b>571</b>	<b>100.0</b>

TABLE 4.12: PERSONAL-INSTITUTIONAL RELATIONSHIP  
OF TARGET GROUP

Personal-Institutional Relationship	No. of orgs.	% of total Orgs.
No personal-institutional relationship specified	406	71.1
Social security recipient	91	15.9
Prisoners etc.	9	1.6
Armed service/ex service	12	2.1
Student	15	2.6
Workforce	5	0.9
State wards	3	0.5
Homeless	21	3.7
Consumer	5	0.9
Hospitalised	3	0.5
Welfare workers	1	0.2
<b>Total</b>	<b>571</b>	<b>100.0</b>

TABLE 4.13: DISABILITY STATUS OF TARGET GROUP

Disability status	No. of orgs.	% of total orgs.
No disability groups specified	418	73.2
Mental disability	31	5.4
Physical disability	43	7.5
Physical and/or mental disability	26	4.6
Drug, alcohol dependence	25	4.4
Psychological, emotional trauma	28	4.9
<b>Total</b>	<b>571</b>	<b>100.0</b>

Table 4.11 shows that two thirds of the sample (375 NGWOs or 65.7%) do not focus their service on people in particular social relationships. However for just under a quarter (128 organisations or 22.4%) of NGWOs, relationships between parents and children were specifically relevant.

Apart from these family oriented NGWOs, the remaining 68 NGWOs or 11.9 per cent of the sample dealt with people in a number of specific social relationships including single parents, widows and, in one case, homosexuals.

Seventy one per cent of NGWOs in the sample (406) dealt with clients in no specific 'personal-institutional relationship' (Table 4.12). For the remaining 29 per cent of NGWOs, this relationship was pertinent to the nature of service provision, with 16 per cent of these organisations catering to social security recipients.

For almost three quarters of responding agencies disability status was not used to identify target groups (Table 4.13). The remainder that did distinguish targets on this basis, covered the range of disabilities: 31 NGWOs or 5.4 per cent listed mental disability as the distinguishing characteristic of their clientele; 43 or 7.5 per cent listed physical disability; 26 or 4.6 per cent listed physical and/or mental disability; 25 or 4.4 percent listed drug or alcohol dependency; 28 or 4.9 percent listed psychological or emotional trauma.

### Role

The classification distinguished two types of roles, 'expressed role' and 'assigned role'. Data on expressed role are reported in Table 4.14. Two thirds of NGWOs perceive their role as the provision of 'needed' goods and services, the other one third express their purpose in more philosophical, political or ideological terms. For this third, the objectives of maintenance of the existing social order, self-help or social change are equally frequent. The relationship of these roles to the other attributes of NGWOs are reported later in the chapter.

The second role classification, that of 'assigned role' (assigned by the researchers on the basis of an overall assessment of questionnaire returns) is essentially experimental and exploratory. For information the frequencies are reported in Table 4.15. Like function,

TABLE 4.14: EXPRESSED<sup>(a)</sup> ROLE OF NGWOs

Expressed role	No. of orgs.	% of total orgs.
Provision of collective services	386	67.6
Maintenance of status quo	62	10.9
Commitment to social change	64	11.2
Self help	59	10.3
<b>Total</b>	<b>571</b>	<b>100.0</b>

Notes:

(a) Based on answers to open-ended questions.

TABLE 4.15: ASSIGNED ROLE OF NGWOs

Assigned Role	No. of orgs.	% of total orgs.
Supply of emergency cash/goods/services	48	8.4
Provision of services	312	54.6
Mediation between individuals and the State	41	7.2
Reproduction of social norms	210	36.8
Rehabilitation of deviance or disability	137	24.0
Socio-political action for change	101	17.7
<b>Total</b>	<b>571<sup>(a)</sup></b>	

Notes:

(a) Total is less than the sum of components because many organisations were assigned two roles. Altogether there were 849 roles specified.

TABLE 4.16: COMBINATIONS OF ASSIGNED ROLE OF NGWOs

Assigned Role	No. of orgs.	% of total orgs.
Provision of services	166	29.1
Reproduction of social norms	79	13.8
Reproduction of social norms and Provision of services	59	10.3
Rehabilitation of deviance/disability and Reproduction of social norms	49	8.6
Rehabilitation of deviance/disability and Provision of services	34	6.0
Rehabilitation of deviance/disability	23	4.0
Reproduction of social norms and Supply of emergency cash/goods/services	18	3.2
Supply of emergency cash/goods/services	9	1.6
Provision of services and Supply of cash/goods/services	7	1.2
Mediation between individuals and the State and Provision of services	7	1.2
Rehabilitation of deviance/disability and Supply of emergency cash/goods/services	6	1.1
Rehabilitation of deviance/disability and Mediation between individuals and the State	5	0.9
Mediation between individuals and the State	5	0.9
Reproduction of social norms and Mediation between individuals and the State	2	0.4
Mediation between individuals and the State and Supply of emergency cash/goods/services	1	0.2
Socio-political action for change and Provision of services	39	6.8
Socio-political action for change and Mediation between individuals and the State	21	3.7
Socio-political action for change and Rehabilitation of deviance/disability	20	3.5
Socio-political action for change	11	1.9
Socio-political action for change and Supply of emergency cash/goods/services	7	1.2
Socio-political action for change and Reproduction of social norms	3	0.5
<b>Total</b>	<b>571</b>	<b>100.0</b>

a substantial number of organisations (278 in this case) were assigned two roles. As with expressed role, the most frequent assigned role is service provision. Of secondary importance, in numerical terms, is the reproduction of existing socialisation patterns, especially the maintenance and support of the family. One quarter of all identified roles were in this category. Rehabilitation (of 'deviance' or 'abnormality') and action for socio-political change are the other important roles, accounting for 16 per cent and 12 per cent respectively. Only 6 per cent of organisations supply cash/goods/services of a subsistence nature to the poor and needy, much less than expected, as this is often considered to be the most important role for NGWOs. The incidence of voluntary organisations serving this traditional role has clearly diminished. In the sample, organisations performing this role were significantly older on average than the other organisations, except where the organisation was also involved in performing this role together with action for social change.

Table 4.16 lists the frequencies of all the assigned role associations that were found among the surveyed organisations. As was the case with the identification of dual functions, significant variety is present when the patterns of dual roles are examined. Twenty one out of a potential thirty combinations occur. However, only a few role combinations are common - the rehabilitative and reproductive roles; a rehabilitative or a reproductive role with general service provision or with emergency service provision; a change role with general service provision or with a mediating role; and a rehabilitative role and change role.

From the role combinations of the responding NGWOs, it should be possible to distinguish quite subtle differences in values and style. However, at this stage, a detailed description of organisation types from the survey results would be too tentative. As was explained in Chapter 3, the categories were experimental and exploratory. This role dimension is not therefore analysed further in this report. However, it suggests a fruitful direction for future studies.

### State of Location

The distribution of the responding NGWOs by State has already been included in Table 2.2. In Chapter 2 (page 25) interpretation of this distribution is made, taking account of the effect of the sampling procedure of the study. Later in this chapter attention will be drawn to variation in function, age, role, income and staffing that occurs when these data are cross tabulated with State of location of NGWOs.

### Geographical Extent of Service

Nine per cent of NGWOs are either national or operate in more than one State. Three quarters of NGWOs have one of the following areas of service: one LGA, more than one LGA, or one State or Territory (Table 4.17).

TABLE 4.17: GEOGRAPHICAL EXTENT OF NGWO SERVICE

Size of Area	No. of orgs.	% of total orgs.
All of Australia	30	5.3
More than one State	21	3.7
One State or Territory	120	21.3
More than one LGA	195	34.6
One LGA	120	21.3
One suburb or town	50	8.9
Neighbourhood	27	4.8
<b>Total</b>	<b>563<sup>(a)</sup></b>	<b>100.0</b>

#### Notes:

- (a) Eight organisations were not classified on this variable because the question was missed in their responses.

Age of Organisation

Information on the age of each organisation has been analysed in two ways - by year of foundation and by length of operation. Year of foundation has been grouped to reflect major periods in Australia's development. The distribution of NGWOs by year of foundation is shown in Table 4.18.

TABLE 4.18: PERIOD OF FOUNDATION OF NGWOs

Period of Foundation	No. of orgs.	% of total orgs.
1900 or before	32	5.9
1901 - 1945	59	10.8
1946 - 1959	69	12.6
1960 - 1981	387	70.7
<b>Total</b>	<b>547<sup>(a)</sup></b>	<b>100.0</b>

Notes:

- (a) Twenty four organisations were not classified on this variable because the question was missed in their responses.

The mean age of organisations is 21.5 years with a standard deviation of 27.3 years. The median age is 11 years. These statistics reflect the high positive skew of the data with most organisations in the sample being founded in the 20 years prior to the survey. The extent to which this high proportion of new organisations (71%) reflects a recent burgeoning of NGWOs is unclear because no information is available from the survey on the average life of an NGWO. In any case, a significant number of organisations in Australia (between 1600 and 3200) are now 80 years old or more and it is clearly of interest to look

at their characteristics in comparison to newer organisations. This comparison is made in the following section.

#### INTERRELATIONSHIPS WITHIN THE CLASSIFICATION SYSTEM

The empirical results reported so far in this chapter, convey a picture of enormous diversity. This impression of diversity is massively increased when analysis of the interrelations between function, target, role, location and age of NGWOs is undertaken.

Even for this limited number of variables, some hundreds of cross tabulations would have to be examined to illustrate the full complexity of organisations and to derive the common patterns and linkages between the variables. It was not considered desirable to present a large number of exploratory tables in this overview study. Rather, tables showing selected relationships only are included. Those chosen for further analysis include: the relationship between broad functional area and expressed role, State of location, age of organisation and the geographical extent of service; the relationship between function and target group; the relationship between expressed role of organisations and period of foundation and State of location; the relationship between State of location and geographical extent of service and age of the organisation.

Readers are reminded that in Tables 4.19 to 4.22 broad functions are being reported. The 571 NGWOs were assigned a total of 908 broad functions and hence the total number of organisations (571) is less than the sum of the components. The proportions performing each function are given as percentages of 571 organisations.

#### Function and Expressed Role

Whereas 11.2 per cent of all NGWOs see their role as a commitment to social change, more than one third of organisations, whose functions

TABLE 4.19: FUNCTIONS OF NGWOs BY EXPRESSED ROLE

Function	Role				Total
	Provision of collective services	Maintenance of status quo	Commitment to social change	Self help	
Accommodation	96 <sup>(a)</sup>	16	3	1	116
	82.8 <sup>(b)</sup>	13.8	2.6	0.9	100.0
	24.9 <sup>(c)</sup>	25.8	4.7	1.7	20.3
Community action	37	3	42	41	123
	30.1	2.4	34.1	33.3	100.0
	9.6	4.8	65.6	69.5	21.5
Social development	75	24	2	12	113
	66.4	21.2	1.8	10.6	100.0
	19.4	38.7	3.1	20.3	19.8
Personal care	85	20	8	18	131
	64.9	15.3	6.1	13.7	100.0
	22.0	32.3	12.5	30.5	22.9
Therapeutic care	59	16	4	12	91
	64.8	17.6	4.4	13.2	100.0
	15.3	25.8	6.3	20.3	15.9
Service support	58	5	14	1	78
	74.4	6.4	17.9	1.3	100.0
	15.0	8.1	21.9	1.7	13.7
Education	44	1	1	1	47
	93.6	2.1	2.1	2.1	100.0
	11.4	1.6	1.6	1.7	8.2
Health	38	10	6	5	59
	64.4	16.9	10.2	8.5	100.0
	9.8	16.1	9.4	8.5	10.3
Employment	31	1	4	-	36
	86.1	2.8	11.1	-	100.0
	8.0	1.6	6.3	-	6.3
Information	24	1	18	5	48
	50.0	2.1	37.5	10.4	100.0
	6.2	1.6	28.1	8.5	8.4
Income support	32	6	4	4	46
	69.6	13.0	8.7	8.7	100.0
	8.3	9.7	6.3	6.8	8.1
Multi-functional	4	2	3	-	9
	44.4	22.2	33.3	-	100.0
	1.0	3.2	4.7	-	1.6
Protection	7	-	4	-	11
	63.6	-	36.4	-	100.0
	1.8	-	6.3	-	1.9
<b>Total no. of orgs.</b>	<b>386</b>	<b>62</b>	<b>64</b>	<b>59</b>	<b>571<sup>(d)</sup></b>
<b>% of total orgs.</b>	<b>67.6</b>	<b>10.9</b>	<b>11.2</b>	<b>10.3</b>	<b>100.0</b>

**Notes:**

(a) Cell count

(b) Row per cent

(c) Column per cent

(d) Total (571) is less than the sum of the component functions since organisations can perform up to two functions. Percentages are a proportion of 571, so the sum of percentages is greater than 100.

include **Community action** or **Information**, were social change organisations (Table 4.19). Organisations with **Service support** functions were also overrepresented in this role category, with 17.9 per cent reporting a commitment to social change. Organisations whose functions included **Social development**, **Accommodation**, **Education**, **Therapeutic care** and **Personal care** were much less likely to report a social change role with less than 6 per cent of these organisations in this role category. As might be expected, these organisations, as well as organisations with **Service support**, **Education** and **Employment** functions, mostly express their role as the 'provision of "needed" collective services'. Organisations whose functions are **Social development**, **Personal care**, **Therapeutic care**, **Accommodation**, if they have not described their role as service provision, are likely to describe it as 'maintenance of the status quo'. Self help organisations represent just over 10 per cent of all organisations. They predominate in the two functional areas of **Community action** and **Personal care** and, to a lesser extent, in **Social development** and **Therapeutic care**. Thus **Community action** organisations are the ones whose roles deviate most from the norm. On average it was shown that approximately two thirds of all organisations were involved in service provision. However, only a third of **Community action** organisations perform this role, with another third involved in social change, and another third in the self-help category.

#### Function and State of Location

On the basis of Table 4.20 there do not appear to be major differences among the States in the functions performed by their NGWOs. Some big differences appear at the level of specific function but the statistical significance of the data at this level is too weak to make generalisations.

From the variation that does exist, the following observations can be made. Western Australia, South Australia and New South Wales have more than the average proportion of organisations providing

TABLE 4.20: FUNCTIONS OF NGWOs BY STATE

Function	State								Total
	NSW	VIC	QLD	SA	WA	TAS	NT	ACT	
Accommodation	49 <sup>(a)</sup>	22	6	17	12	4	3	3	116
	42.2 <sup>(b)</sup>	19.0	5.2	14.7	10.3	3.4	2.6	2.6	100.0
	23.8 <sup>(c)</sup>	17.7	15.8	23.9	29.3	9.8	12.5	11.5	20.3
Community action	46	29	11	6	6	13	3	9	123
	37.4	23.6	8.9	4.9	4.9	10.6	2.4	7.3	100.0
	22.3	23.4	28.9	8.5	14.6	31.7	12.5	34.6	21.5
Social development	25	21	11	23	12	6	10	5	113
	22.1	18.6	9.7	20.4	10.6	5.3	8.8	4.4	100.0
	12.1	16.9	28.9	32.4	29.3	14.6	41.7	19.2	19.8
Personal care	47	20	10	14	15	13	5	7	131
	35.9	15.3	7.6	10.7	11.5	9.9	3.8	5.3	100.0
	22.8	16.1	26.3	19.7	36.6	31.7	20.8	26.9	22.9
Therapeutic care	41	26	2	7	2	5	4	4	91
	45.1	28.6	2.2	7.7	2.2	5.5	4.4	4.4	100.0
	19.9	21.0	5.3	9.9	4.9	12.2	16.7	15.4	15.9
Service support	29	17	4	9	1	8	3	7	78
	37.2	21.8	5.1	11.5	1.3	10.3	3.8	9.0	100.0
	14.1	13.7	10.5	12.7	2.4	19.5	12.5	26.9	13.7
Education	17	9	2	11	5	3	-	-	47
	36.2	19.1	4.3	23.4	10.6	6.4	-	-	100.0
	8.3	7.3	5.3	15.5	12.2	7.3	-	-	8.2
Health	18	15	2	8	4	6	2	4	59
	30.5	25.4	3.4	13.6	6.8	10.2	3.4	6.8	100.0
	8.7	12.1	5.3	11.3	9.8	14.6	8.3	15.4	10.3
Employment	19	5	2	4	2	3	-	1	36
	52.8	13.9	5.6	11.1	5.6	8.3	-	2.8	100.0
	9.2	4.0	5.3	5.6	4.9	7.3	-	3.8	6.3
Information	19	14	1	4	1	7	2	-	48
	39.6	29.2	2.1	8.3	2.1	14.6	4.2	-	100.0
	9.2	11.3	2.6	5.6	2.4	17.1	8.3	-	8.4
Income support	17	16	6	1	1	3	1	1	46
	37.0	34.8	13.0	2.2	2.2	6.5	2.2	2.2	100.0
	8.3	12.9	15.8	1.4	2.4	7.3	4.2	3.8	8.1
Multi-functional	-	5	-	1	-	2	-	1	9
	-	55.6	-	11.1	-	22.2	-	11.1	100.0
	-	4.0	-	1.4	-	4.9	-	3.8	1.6
Protection	1	2	-	3	1	-	3	1	11
	9.1	18.2	-	27.3	9.1	-	27.3	9.1	100.0
	0.5	1.6	-	4.2	2.4	-	12.5	3.8	1.9
Total no. of orgs.	206	124	38	71	41	41	24	26	571 <sup>(d)</sup>
% of total orgs.	36.1	21.7	6.7	12.4	7.2	7.2	4.2	4.6	100.0

**Notes:**

(a) Cell count

(b) Row per cent

(c) Column per cent

(d) Total (571) is less than the sum of the component functions since organisations can perform up to two functions. Percentages are a proportion of 571, so the sum of percentages is greater than 100.

**Accommodation** services. Queensland has a higher than average proportion of **Community action** organisations and South Australia has considerably less. Western Australia has a greater proportion of **Personal care** organisations than one would expect on the basis of the national average; Victoria has less. Victoria, on the other hand, has more **Therapeutic care** organisations. New South Wales is also overrepresented in this area. Both Victoria and Tasmania have a higher than average proportion of **Health** and **Information** organisations. Queensland has almost double the expected proportion of **Income support** organisations. South Australia and Western Australia are underrepresented in this area.

#### Function and Age of Organisation

While Table 4.17 showed that 70.7 per cent of NGWOs were established in the twenty years prior to the survey, 48.6 per cent in fact were established after 1970. Taking account of this skewed distribution, there still appear to be some differences in the functions associated with the older and newer organisations. Unfortunately, the survey does not provide information about the functions of organisations at the time they were founded. Thus the data in Table 4.21 describe what the organisations of various ages do now. Over 65 per cent of the functions performed by the oldest organisations in the survey (those founded during or before 1900) are **Accommodation** services. Organisations involved tend now to be nursing homes, although they were not named as such in the past. **Accommodation** has continued to be an important function for NGWOs but represents a smaller proportion (13.4%) of the total functions of organisations founded after 1960. The character of **Accommodation** organisations founded after 1960 is also different, encompassing emergency services such as refuges, and special purpose accommodation such as halfway houses.

The other relatively important function of the old organisations is **Income support** which is reported by 18.8 per cent of organisations

TABLE 4.21: FUNCTIONS OF NGWOs BY PERIOD OF FOUNDATION

Function	Period of Foundation				Total
	1900 or before	1901-45	1946-59	1960-81	
Accommodation	21 <sup>(a)</sup> 18.4 <sup>(b)</sup> 65.6 <sup>(c)</sup>	16 14.0 27.1	25 21.9 36.2	52 45.6 13.4	114 100.0 20.8
Community action	- - -	14 11.9 23.7	11 9.3 15.9	93 78.8 24.0	118 100.0 21.6
Social development	8 7.5 25.0	9 8.4 15.3	10 9.3 14.5	80 74.8 20.7	107 100.0 19.6
Personal care	5 4.0 15.6	11 8.9 18.6	8 6.5 11.6	100 80.6 25.8	124 100.0 22.7
Therapeutic care	6 6.6 18.8	8 8.8 13.6	16 17.6 23.2	61 67.0 15.8	91 100.0 16.6
Service support	1 1.4 3.1	14 19.2 23.7	11 15.1 15.9	47 64.4 12.1	73 100.0 13.3
Education	3 6.5 9.4	2 4.3 3.4	10 21.7 14.5	31 67.4 8.0	46 100.0 8.4
Health	3 5.3 9.4	6 10.5 10.2	4 7.0 5.8	44 77.2 11.4	57 100.0 10.4
Employment	3 8.3 9.4	- - -	11 30.6 15.9	22 61.1 5.7	36 100.0 6.6
Information	- - -	3 6.7 5.1	2 4.4 2.9	40 88.9 10.3	45 100.0 8.2
Income support	6 13.6 18.8	10 22.7 16.9	5 11.4 7.2	23 52.3 5.9	44 100.0 8.0
Multi-functional	- - -	3 37.5 5.1	1 12.5 1.4	4 50.0 1.0	8 100.0 1.5
Protection	1 9.1 3.1	1 9.1 1.7	- - -	9 81.8 2.3	11 100.0 2.0
Total no. of orgs.	32	59	69	387	547 <sup>(d)</sup>
% of total orgs.	5.9	10.8	12.6	70.7	100.0

**Notes:**

(a) Cell count

(b) Row per cent

(c) Column per cent

(d) Total (547) is less than the sum of the component functions since organisations can perform up to two functions. Percentages are a proportion of 547, so the sum of percentages is greater than 100.

founded in 1900 or before, 16.9 per cent of organisations founded between 1901 and 1945 and only 5.9 per cent of organisations founded between 1960 and 1981.

The functions most associated with the newer organisations are **Community action, Social development, Personal care, Health, Information, Protection.**

#### Function and Geographical Extent of Service

In Table 4.17 it was shown that two thirds of the NGWOs provided services to an area larger than one LGA; for the other one third of organisations, services were confined to one LGA, suburb or neighbourhood. In this context, it is of interest to consider which functions are associated with organisations providing a wide service and which organisations operate more locally (Table 4.22).

Functions performed locally include **Personal care, Social development, Community action** and **Education**. More specifically they involve day care centres, home based care, local social clubs, progress associations.

**Community action** and **Service support** and, to a lesser extent, **Health** and **Accommodation** are functions associated with organisations operating on a national level. These include peak organisations such as national councils, whose membership comprises other NGWOs.

Between these two extremes are organisations operating at a State or part-State level. They are associated with **Accommodation, Therapeutic care, Health, Employment, Information, Income support, Multi-functional, and Protection** functions.

One variable which is not examined in detail in this report but which has influenced the geographical extent of service delivery is the

TABLE 4.22: FUNCTION OF NGWOS BY GEOGRAPHICAL EXTENT OF SERVICE

Function	Geographical Extent of Service							Total
	All of Aust.	More than one state	One state or territ.	More than one LGA	One LGA	Suburb or town	Neighbourhood	
Accommodation	6 <sup>(a)</sup>	8	28	58	12	2	1	115
	5.2 <sup>(b)</sup>	7.0	24.3	50.4	10.4	1.7	0.9	100.0
	20.0 <sup>(c)</sup>	38.1	23.3	29.7	10.0	4.0	3.7	20.4
Community action	14	1	37	25	27	8	8	120
	11.7	0.8	30.8	20.8	22.5	6.7	6.7	100.0
	46.7	4.8	30.8	12.8	22.5	16.0	29.6	21.3
Social development	4	-	15	27	33	22	10	111
	3.6	-	13.5	24.3	29.7	19.8	9.0	100.0
	13.3	-	12.5	13.8	27.5	44.0	37.0	19.7
Personal care	3	3	15	42	40	18	9	130
	2.3	2.3	11.5	32.3	30.8	13.8	6.9	100.0
	10.0	14.3	12.5	21.5	33.3	36.0	33.3	23.1
Therapeutic care	2	7	29	42	8	-	2	90
	2.2	7.8	32.2	46.7	8.9	-	2.2	100.0
	6.7	33.3	24.2	21.5	6.7	-	7.4	16.0
Service support	10	4	25	17	10	9	2	77
	13.0	5.2	32.5	22.1	13.0	11.7	2.6	100.0
	33.3	19.0	20.8	8.7	8.3	18.0	7.4	13.7
Education	-	2	3	16	15	7	4	47
	-	4.3	6.4	34.0	31.9	14.9	8.5	100.0
	-	9.5	2.5	8.2	12.5	14.0	14.8	8.3
Health	4	3	18	24	9	-	-	58
	6.9	5.2	31.0	41.4	15.5	-	-	100.0
	13.3	14.3	15.0	12.3	7.5	-	-	10.3
Employment	-	1	9	19	7	-	-	36
	-	2.8	25.0	52.8	19.4	-	-	100.0
	-	4.8	7.5	9.7	5.8	-	-	6.4
Information	2	2	15	18	8	2	1	48
	4.2	4.2	31.3	37.5	16.7	4.2	2.1	100.0
	6.7	9.5	12.5	9.2	6.7	4.0	3.7	8.5
Income support	2	1	10	18	10	3	1	45
	4.4	2.2	22.2	40.0	22.2	6.7	2.2	100.0
	6.7	4.8	8.3	9.2	8.3	6.0	3.7	8.0
Multi-functional	-	-	4	3	1	1	-	9
	-	-	44.4	33.3	11.1	11.1	-	100.0
	-	-	3.3	1.5	.8	2.0	-	1.6
Protection	1	-	2	6	2	-	-	11
	9.1	-	18.2	54.5	18.2	-	-	100.0
	3.3	-	1.7	3.1	1.7	-	-	2.0
Total no. of orgs.	30	21	120	195	120	50	27	563 <sup>(d)</sup>
% of total orgs.	5.3	3.7	21.3	34.6	21.3	8.9	4.8	100.0

**Notes:**

(a) Cell count

(b) Row per cent

(c) Column per cent

(d) Total (563) is less than the sum of the component functions since organisations can perform up to two functions. Percentages are a proportion of 563, so the sum of percentages is greater than 100.

organisational status of the organisation i.e. whether it is a parent, a branch or neither parent nor branch. Sixteen per cent of organisations who answered this question were classified as parent organisations; 53 per cent were branches; 31 per cent had an independent status; less than 1 per cent were both a parent and a branch. When this variable is cross tabulated with area of service, parent organisations tend to have a broad service area; branches and independent organisations cover the range of geographical areas in roughly the same proportion as their distribution in the sample as a whole. This organisational status variable is not included in any other tables in this report.

### Function and Target Group

Any comprehensive analysis of the target group variable in relation to the other dimensions of the classification is complicated by its seven-fold structure. Instead of detailed tabulation, a description of the salient relationships between function and target group is given here.

The single most important criterion used to distinguish target group of NGWOs is 'lifestage' (Table 4.6 above). Certain functional areas are particularly oriented to specific age groups, for example, services for children include pre-schools, day care centres, toy libraries, special education, recreational and social activity; for the elderly they include nursing homes, special purpose accommodation, social and recreational clubs; for adults one example is family planning. Organisations which clearly did not target their service to one or more age groups were preventive and general health organisations, service support and community action organisations. Life-stage was commonly used to identify target groups in conjunction with other criteria. For instance, gender, together with life-stage was important for a significant number of organisations. In most cases these provided accommodation services for either elderly men or women, or sport and recreation for boys or girls (usually boy scouts or girl guides), or

family planning or pregnancy support for adult women. The social and recreational services for a particular age group were often distinguished further on the basis of other criteria, for example, services for single adult women, for widows, and for elderly pensioners were important.

Overall it is apparent from the sample that in the large functional areas of **Accommodation** and **Social development**, where a broad range of the population is served, individual organisations provide the service to a particular client group which is distinguished at least by age. Such organisational differentiation, by target group, is not so apparent in other functional areas.

Organisations which distinguish their target on the basis of 'disability status' (Table 4.13) provide for disabled people as follows: sheltered workshops (14%), special education - especially for disabled children (11%), housing (30%), health education (8%), protection from abuse (4%), all the therapeutic care functions (46%) and in self-help action (15%). It is clear from these percentages that many of these organisations provided two distinct services (one of which is usually **Therapeutic care**) to sectors of the population with disabilities. It is the organisations serving the disabled that represent the most commonly occurring combinations of two specific functions shown in Table 4.3.

The functions of organisations with a gender-specific target were generally different for men and women. Services for men (often distinguished on the basis of age, income and personal-institutional relationship as well as gender) were mostly in the **Income support** and **Accommodation** areas, representing the residential hostels and day care/drop-in centres for long-term homeless men. Women's groups were concentrated in the support and advice area, self-help action, emergency accommodation (women's refuges), family planning and pregnancy support services. Both men's and women's organisations operated in the area of social and recreational activity.

Comparatively speaking, the most significant functional areas for organisations whose service is oriented to people in a particular 'personal-institutional relationship' were the **Accommodation** services for the homeless, the **Employment** and skills training services for the unemployed, usually the young unemployed, and domiciliary services and recreational activities for pensioners. The likelihood of low income is implicit for people in the above categories, hence income was often also important as an associated distinguishing variable in these functional areas.

The relatively small number of organisations who distinguished their target/client on the basis of ethnicity were involved in a broad range of services: **Community development, Information, Income support and Accommodation**. The functional distribution of these organisations did not deviate significantly from the total functional distribution. Perhaps of some significance was the fact that two of the **Multi-functional** organisations had an ethnic basis for their service. When the distribution of the ethnic organisations is examined by State no unusual patterns are evident. These organisations occurred in all States and in the Northern Territory (in which was situated an Aboriginal organisation and another migrant organisation).

Organisations whose service is focused on people in a particular social relationship (196 organisations), include educational and child-minding services for single parents and for two parent families; the foster care organisations for orphans and children of 'broken homes'; and income support services for single parents. Further, support and advice services, which are common in the sector generally, seem relatively more important for the organisations focused on the family and on other specific social groups. These explicitly family oriented organisations tend to be those concerned with the maintenance of traditional values, which is evident when role is assessed in conjunction with function and target.

A description of the target-function relationship is not complete

without a focus on the 68 organisations in the sample which do not target their service in any way. Notably these organisations are spread across all broad functional areas, except the relatively small **Employment** and the **Multi-functional** areas. Nevertheless, they are most concentrated in the areas of **Community action**, **Service support**, **Information** and **Health**. In fact, all 6 organisations where first aid (specific function of **Health**) is a first function do not distinguish their target/client on the basis of any of the seven criteria defined. These non-specific organisations are less likely to occur in the areas of **Income support**, **Accommodation**, **Education** and **Therapeutic care**.

#### Role and other Dimensions

Table 4.19 shows the relationship between Role and Function. The relationship between Role and Target group is more complex because of the seven-fold classification of target group and the fact that many organisations distinguish their target population on the basis of more than one characteristic. Moreover, the meaning of the relationship between Role and Target is not obvious. For both these reasons, an examination of Role and Target group is not made here. Role has more relevance in relation to function and other variables such as State of location and age of organisation. These two latter variables are shown in Tables 4.23 and 4.24.

Table 4.23 shows that the major variation among the States in the distribution of organisations by role occurs for organisations with a commitment to social change and self-help organisations. Social change organisations are underrepresented in South Australia, Western Australia and Queensland and overrepresented in Tasmania and the two Territories. Self-help organisations occur more often than expected on the basis of the national average, in Western Australia and Queensland, and less often than expected in New South Wales and South Australia. No self-help organisations were identified in the Northern Territory.

TABLE 4.23: ROLE OF NGWOs BY STATE

State	Role				Total	
	Provision of collective services	Mainten- ance of status quo	Commit- ment to social change	Self help		
	%	%	%	%	%	No. of orgs.
New South Wales	68.9 <sup>(a)</sup> 36.8 <sup>(b)</sup>	11.2 37.1	12.1 39.1	7.8 27.1	100.0 36.1	206
Victoria	70.2 22.5	8.1 16.1	9.7 18.8	12.1 25.4	100.0 21.7	124
Queensland	63.2 6.2	13.2 8.1	7.9 4.7	15.8 10.2	100.0 6.7	38
South Australia	66.2 12.2	19.7 22.6	5.6 6.2	8.5 10.2	100.0 12.4	71
Western Australia	63.4 6.7	7.3 4.8	7.3 4.7	22.0 15.3	100.0 7.2	41
Tasmania	61.0 6.5	7.3 4.8	22.0 14.1	9.8 6.8	100.0 7.2	41
Northern Territory	75.0 4.7	8.3 3.2	16.7 6.2	- -	100.0 4.2	24
Australian Capital Territory	65.4 4.4	7.7 3.2	15.4 6.2	11.5 5.1	100.0 4.6	26
<b>Total</b>	<b>67.6</b>	<b>10.9</b>	<b>11.2</b>	<b>10.3</b>	<b>100.0</b>	
	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	
<b>No. of orgs.</b>	<b>386</b>	<b>62</b>	<b>64</b>	<b>59</b>		<b>571</b>

Notes:

(a) Row per cent

(b) Column percent.

A strong association between the age of the organisation and role is evident from Table 4.24. The social change and self help organisations were all founded this century and these roles have clearly increased in importance for the newer organisations: 84 per cent and 80 per cent respectively of social change and self-help organisations in the sample were founded after 1960, compared with an average of 71 per cent for all organisations. Organisations described as 'maintenance of the status quo' tend to be the older, traditional organisations: 55 per cent of these organisations were founded before the end of World War II, compared with only 17 per cent for the sample as a whole.

TABLE 4.24: PERIOD OF FOUNDATION OF NGWOs BY ROLE

Period of Foundation	Role				Total	
	Provision of collective services	Maintenance of status quo	Commitment to social change	Self help		
	%	%	%	%	%	No. of orgs.
1900 or before	65.6 <sup>(a)</sup> 5.7 <sup>(b)</sup>	34.4 17.7	- -	- -	100.0 5.9	32
1901 - 1945	67.8 10.9	20.3 19.4	6.8 6.3	5.1 5.4	100.0 10.8	59
1946 - 1959	75.4 14.2	4.3 4.8	8.7 9.5	11.6 14.3	100.0 12.6	69
1960 - 1981	65.4 69.1	9.3 58.1	13.7 84.1	11.6 80.4	100.0 70.7	387
<b>Total %</b>	<b>66.9</b>	<b>11.3</b>	<b>11.5</b>	<b>10.2</b>	<b>100.0</b>	
	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	
<b>No. of orgs.</b>	<b>366</b>	<b>62</b>	<b>63</b>	<b>56</b>		<b>547</b>

Notes:

(a) Row per cent

(b) Column per cent

### State of Location by Age

The mean age of NGWOs in the sample is 21 years. South Australia and Victoria have organisations which are older, on average, while the youngest organisations, on average, can be found in Queensland. These differences are not significant at 0.05 level.

### CONCLUSION

An attempt has been made to report data along a variety of dimensions. As frequencies, the data are informative. As cross tabulations the material provides abundant opportunity for hypothesis development and further analysis. The classification results in a comprehensive description of the unique and complex character of NGWOs. Overall, it achieves its dual purpose - preservation of the unique nature of each NGWO and an identification of general patterns. Results from this study would suggest that the classification system warrants further application to the empirical analysis of non-government welfare organisations.

## CHAPTER 5: INCOME AND RESOURCES

This chapter reports survey data on the income and other resources of NGWOs. The first section of the chapter describes the income level of NGWOs according to the function, role, age, location and target group of the organisations. The second section discusses the source of income for NGWOs in terms of the same variables. Particular attention is paid to government funding, and associated resource issues. (Tables 5.1 to 5.32 can be found on pages 116 to 136).

It should be noted here that all tables which include the function variable in this chapter and the following chapter, refer only to the first function of the organisation. In Chapter 4 it was pointed out that all organisations were assigned a first function and a substantial proportion (over 50 per cent) were also assigned a second function. The tables in that chapter use a combined function variable. However, for the sake of simplicity, the first function only has been used in cross tabulations here, and in the next chapter.

### INCOME LEVEL OF NGWOs

Survey data reveal that NGWOs cover a wide range of income sizes. The largest concentration of organisations was in the low income range with over one third (35.1%) of organisations having an income of less than \$5,000 per annum. Another quarter (25.9%) of organisations had incomes between \$5,001 and \$50,000; 22.3 per cent of organisations had incomes between \$50,001 and \$250,000; 11.6 per cent had incomes between \$250,001 and \$1 million, while 5.1 per cent had annual incomes in excess of \$1 million (Table 5.1).

The trend data (Table 5.2) show there was an increase in the proportion of low income organisations (under \$5,000), from 18.5 per

cent of the total in 1971 to 26.5 per cent in 1976 and 35.1 per cent in 1980. However, one needs to be wary of this apparent increase in the proportion of low income organisations. Our data reveal that 85 per cent of organisations with incomes below \$5,000 were founded in the previous 20 years (Table 5.4), suggesting one of two possibilities: either there has been a recent upsurge in the number of low income NGWOs; or a substantial number of these low income organisations proliferate and die very quickly, and that this is a continuing and ongoing process among NGWOs. If this second phenomenon represents the reality then it is not possible to obtain an accurate picture of the total number of low income organisations which existed 10 years ago by asking existing organisations about their past financial status. What is actually being measured in this instance is the survival rate of low income organisations over a 10 year period rather than the actual incidence of low income organisations 10 years ago.

Low income organisations with recurrent budgets under \$5,000 were clustered in specific function areas - **Information, Social development, and Community action** (Table 5.3). The high income organisations (over \$1 million) were predominantly in the **Accommodation** and **Employment** areas.

On the whole these high income organisations were older than the low income organisations with over 80 per cent of high income organisations being founded before 1960 (Table 5.4). Five organisations which were founded after 1960 and which had budgets of over \$1 million were **Accommodation** organisations. 85.5 per cent of low income organisations were founded after 1960.

Table 5.5 shows the mean age in years by income level. Organisations with an income of less than \$5,000 had a mean age of 12.2 years and a median age of 6.5 years; those organisations with an income of over \$1 million had a mean age of 44.4 years and a median age of 29.5 years.

When income levels of NGWOs are cross tabulated with NGWO role, the most notable feature is the very low income of self-help organisations. 81.6 per cent of self-help organisations had incomes below \$5,000 and none had incomes above \$250,000. Whereas 68.5 per cent of NGWOs have, as their role, the provision of collective services, 81.5 per cent of those with incomes over \$1,000,000 were in this role category.

When income grouping is broken down by State it can be seen that Western Australia had the highest proportion of very low income NGWOs and the highest proportion of very high income NGWOs (Table 5.7). Whereas 35.1 per cent of NGWOs had incomes below \$5,000, 57.5 per cent of those in Western Australia had incomes below \$5,000. Whereas 5.1 per cent of NGWOs had incomes above \$1,000,000, 10 per cent of NGWOs in Western Australia were in this category. The distribution of NGWOs by income in New South Wales, Victoria and South Australia more or less reflects the national distribution, but in Queensland NGWOs tend more to have incomes which are lower than those in other States.

Notable differences can be found when comparing income by lifestage of target group. Whereas 5.1 per cent of NGWOs had incomes above \$1 million, 15.0 per cent of NGWOs servicing elderly people had incomes above \$1 million. Fewer than half of all NGWOs had incomes between \$5,000 and \$250,000, yet almost three quarters of NGWOs oriented to youth were in these categories (Table 5.8).

When examining income by gender of target group it is notable that incomes of NGWOs dealing mainly or exclusively with women were much lower than those dealing mainly or exclusively with men. Although 72.4 per cent of NGWOs dealt with both males and females, of the remainder, 46.8 per cent of those working mainly or exclusively with women had incomes below \$5,000 compared with 18.4 per cent of those working mainly or exclusively with men (Table 5.9).

### SOURCE OF INCOME FOR NGWOs

Non-government welfare organisations receive funding from a variety of sources. Table 5.10 shows the number of organisations receiving some of their income from each of the listed sources: 325 organisations or 62.9 per cent of the total received some income from government (Commonwealth, State, Local). The Commonwealth and State Governments are the most important sources within this broad category. An even larger proportion of organisations (84.9%) received some of their income from their own internal sources (investments, fundraising and donations, membership, fees for services.) Within this group fundraising and donations predominate as the major income source with 325 (62.9%) reporting some income from this source. Income from external sources (parent organisation, private firms or trusts, other organisations) was less common, with only 26.7 per cent of total organisations deriving some income from these sources. Nearly a quarter (24.8%) of organisations received some income from other sources.

Having established that most organisations derive some income from both government and internal sources, it is interesting to examine the relative amounts from these sources. Of the 325 organisations receiving some income from government, the mean proportion received from this source was 58.3 per cent (Table 5.11). This compares with the 57.8 per cent received, on average, from internal sources by the 439 organisations claiming receipt of some income from this source. The mean proportion received from external sources was 33.7 per cent.

Table 5.11 needs to be compared with Table 5.12 which records the proportion of total income for all organisations derived from each source. Instead of calculating the mean proportion of income on the basis of organisations actually receiving income from each source, in this table means are calculated on the basis of all organisations,

regardless of income source. Thus the table provides an overall picture of all NGWOs and the relative amount of total 'sector' income derived from each source. In this context the relative amount of income from government was less than that provided from internal sources: 36.7 per cent of total income, on average, came from government; 49.0 per cent came, on average, from the organisation's internal sources; 9.0 per cent came from private external sources; 5.3 per cent came from other sources.

When proportions of income by source of income are examined, the most notable feature is the 'all or nothing' pattern of government funding. While more than a third of NGWOs (37.1%) received no government funding, almost one quarter of NGWOs (23.0%) received more than three quarters of their income from government. More than one third of NGWOs (34.8%) received more than three quarters of their income from their own internal sources (Table 5.13).

Table 5.14 shows that only 17 per cent of the sample derived their income from one source. It was most common for organisations to derive their income from two sources, (30.8% of organisations); 19.3 per cent of organisations derived their income from three sources. The remaining organisations derived their income from four or more sources with eight different sources being the maximum recorded.

Table 5.15 shows the combinations of income source by broad general category (i.e. government, internal, external, other). The largest proportion (24.6%) of organisations derived their income from both government and internal sources; for another 22.4 per cent of organisations the only source of income was internal (either investments, fundraising and donations, membership, fees for service or a combination of these); 10.8 per cent of organisations obtained income from government, internal and external sources. Only 8.3 per cent of organisations received all of their income from government sources only.

So far we have described the actual sources of NGWO income (Table 5.10); the amounts of income from these sources (Tables 5.11, 5.12 and 5.13); the number of income sources for individual NGWOs (Table 5.15). Tables 5.16 and 5.17 show the proportion of NGWOs receiving the most substantial single portion of their income from different sources, according to their function and role.

Almost one half (47.8%) of NGWOs provided the major portion of their income from their own internal sources (membership fees, donations, investments). This was most notable for organisations whose function is **Social development, Service support, and Community action** (Table 5.16) and for those whose role was self-help (Table 5.17). Only 8.1 per cent received the major portion of their income from external sources, while 39.1 per cent received the major portion of their income from government.

Organisations whose function is **Information, Employment and Multi-functional** received the major proportion of their income from government (Table 5.16) while those with a commitment to social change also received most from government (Table 5.17). Full details can be found in Tables 5.16 and 5.17.

Not all NGWOs in the sample were able to respond as to whether they were receiving more or less than they were five years ago from each of the specified income sources. As can be seen from Table 5.18 twice as many claimed to be receiving more in donations than claimed to be receiving less in donations (22.8% c.f. 11%). Almost one quarter reported no change in the level of donations or in the level of membership fees. More NGWOs reported more from State Government than reported less from State Government (17.0% c.f. 10.9%). Full details can be found in Table 5.18.

GOVERNMENT FUNDING

Horsburgh (1980:26-29) has outlined fourteen systems of government funding to NGWOs in Australia. Some agencies receive funds under a variety of the methods listed.

1. Indirect subsidy e.g. remission of certain charges, rates, stamp duties, sales taxes as well as income tax relief to donors.
2. Token subsidy e.g. a small token in recognition of the agencies' work.
3. Deficit financing e.g. payment by government of a deficit incurred by an agency providing an approved service in an approved manner.
4. General grant e.g. an amount to assist substantially with the running or service delivery of an agency - no strings are attached and the grant is usually more than a token effort.
5. Matched grant e.g. a grant paid in relation to other income derived by the agency.
6. Capital grant e.g. for purposes of building or equipment.
7. Matched capital grant - a combination of 5 and 6.
8. Per capita payment e.g. payment made on the basis of number of clients served or beds filled etc.
9. Purchase of service e.g. funding an agency to provide a service that government does not or will not provide such as marriage guidance counselling or family planning.

10. Staff employment subsidy e.g. providing funds to employ personnel that the agency would not otherwise employ, or perhaps contribute to the salary of those persons.
11. Staff development subsidy e.g. payments to assist workers to attend courses or other forms of staff development.
12. Project subsidy e.g. a payment for part or all of a project, which may be a large or small part of the agency's activities.
13. Emergency subsidy e.g. a payment to help an agency through a crisis.
14. Total funding - something rarely available to NGWOs on a long term basis.

At present data are not available about the relative amounts or proportions falling under each of these headings. Some of these are general payments (the first 5), and the remainder are specific. The pattern in Australia seems to be a preference for specific funding. For example, the Commonwealth government, through the Department of Community Services, provides funding in a variety of ways, under a number of Acts to a wide range of organisations. Under the Aged or Disabled Persons Homes Act, funds are paid to organisations as matched capital grants. Under the Handicapped Persons Assistance Act, payments are made for the purchase of services, for capital grants, and for staff employment subsidy. Under the Children's Services Programme, funds are paid as capital grants, salaries, and purchase of service. Under the Homeless Persons Assistance Act, capital, grants, salary subsidy, purchase of service and project subsidy funds are paid. Under the Delivered Meals Subsidy Act, organisations receive funds for the purchase of service on a per capita basis with payment of a set amount (45 cents) per meal delivered. The Personal Care Subsidy under the Aged

or Disabled Persons Homes Act is a per capita payment to organisations. The Aged Persons Hostels Act provides for a matched capital grant. (The Department of Community Services was formed following the 1984 federal election. Many of the programmes listed above are under review, and funding patterns may change. In general these funding arrangements prevailed under the aegis of the Department of Social Security).

The Department also makes a number of general grants, not under any Act, but out of general appropriations. National co-ordinating bodies, namely the Australian Council of Social Service (ACOSS), the Australian Council for Rehabilitation of the Disabled (ACROD), and the Australian Council on the Ageing (ACOTA) each receive a general grant in the order of \$220,000 p.a. (Some would say this is better classified as a token grant). The Australian Council of Trade Unions receives a project subsidy of about \$20,000 p.a. to run its welfare research unit.

Other Commonwealth Departments fund a variety of services with mixes of funding arrangements. Under the Family Law Act, the Attorney General's Department purchases a service through its funding of marriage counselling organisations as does the Department of Health through its funding of family planning organisations (not under any specific legislation). Under the Nursing Homes Assistance Act, the Department of Health used to meet approved operating deficits. The Health Department purchased a service under the Home Nursing Subsidy Act, but in the funding of Women's Refuges there was a mixture of project and capital funding. (These functions will be in the newly established Department for Community Services). The Health Department funds the Royal Flying Doctor Service with a matched capital grant as well as a project subsidy. The latter is the basis for funding the Red Cross to provide the Blood Transfusion Service. (The Commonwealth contributes approximately 30-35 per cent of operating costs and on a dollar for dollar basis with the States, provides a capital grant). The arrangements described here are by no means fixed, and changes in some areas are presently being negotiated.

This discussion of systems of government funding is provided here as a qualitative backdrop to the quantitative survey material on government funding. Returning to the data, Table 5.19 shows the number of levels of government funding reported by NGWOs: of those receiving government funding 29.2 per cent of organisations received funding from the Commonwealth Government only, 27.1 per cent of organisations received State funding only, 27.4 per cent of organisations received funding from both Commonwealth and State Governments, highlighting that the Commonwealth and State Governments are the key sources of government funding. Local Government's role is relatively minor with only 4.9 per cent of organisations receiving their government funding from Local Government only. Table 5.12 confirmed this picture by showing that 17.3 per cent of total income for the sector came from the Commonwealth Government, 17.0 per cent came from State Government and 2.3 per cent from Local Government. While direct financial assistance from Local Government is comparatively slight, Local Government does provide other forms of assistance to many NGWOs, most notably rent-free premises in some cases. These other forms of assistance are later in this Chapter.

Of those organisations receiving income from government, 36.6 per cent received over three quarters of their income from this source (Table 5.20).

There were not great variations in the average amount of income received from government and the income size of the organisation (Table 5.21). Organisations with incomes between \$5,001 and \$50,000 received, on average, 65.4 per cent of their income from government; organisations with incomes less than \$5,000 received 54.5 per cent of their incomes from government; organisations in the \$250,000 to \$1 million category received 49.4 per cent of their income from government; organisations with incomes over \$1 million received 44.7 per cent of their income from government. However, although the proportions of income received were very similar for organisations in each income category, the actual amounts received by the organisations varied quite substantially in real dollars. Thus, government appears to be supporting high income organisations more than low income organisations.

Also the higher the income level of an organisation, the less likely it is that it receives no income from government (Table 5.21).

When broken down by functions there were quite substantial differences in the number of organisations receiving government funding and in the proportions of income received from government (Table 5.22). Only 28 **Community action** organisations out of a total of 69 received some income from government, however, of those which did, they received, on average, 73.8 per cent of their income from this source. This compares with the **Accommodation** organisations of which a greater proportion (65 out of 80 organisations) actually received income from government. However they received a lesser average amount - 48.6 per cent of their income was derived from this source. Referring back to Table 5.3 however, it appears that **Accommodation** organisations are predominantly high income organisations (82.2 per cent of such organisations had incomes over \$50,000), while **Community action** organisations are mainly low income organisations (64.3 per cent with incomes less than \$5,000). Thus, while **Accommodation** organisations receive a smaller average proportion from government, they receive much more in real dollar terms.

Approximately 60 per cent of organisations in three role categories (provision of collective services, maintenance of the status quo, commitment to social change) received some income from government (Table 5.23) with the mean proportion received being 56.5, 49.1 and 76.2 respectively. The majority of self-help groups (nearly 70%) received no income from government. Of those who did, the mean proportion received was 61.3 per cent, which in real dollars is not substantial because over 80 per cent of self help organisations had incomes of less than \$5,000 (Table 5.6).

Tables 5.19 to 5.23 cover only organisations which received income from government. Tables 5.24 and 5.28 include all organisations and indicate the mean proportion of total income derived from each source.

Table 5.24 shows the mean proportion of total income received from various sources according to the income size of the organisations. Government provided, on average, almost half of the income of organisations whose total income was in the range \$5,001 to \$1,000,000. For organisations with incomes under \$5,000, the mean proportion of total income from government was 16.1 per cent; for organisations with incomes over \$1 million, the mean proportion of income from government was 38.1 per cent. Organisations with incomes of less than \$5,000 appeared to compensate for their relatively lower income from government through fundraising, donations and membership - 62.6 per cent of their income came from these two sources compared with 11.8 per cent of total income from these sources for organisations whose income was between \$250,000 and \$1,000,000.

There are significant differences in the sources of funding for NGWOs according to function (Table 5.25). **Information, Employment, Therapeutic care, Multi-functional, Education, Accommodation, Health and Personal care** organisations received a greater than average share of their income from government. Of these, **Employment** and **Accommodation** organisations received most of their government funding from the Commonwealth Government; **Information, Multi-functional** and **Education** organisations received the largest share of their government funding from State Governments; **Therapeutic care, Personal care** and **Health** organisations received roughly equal proportions from Commonwealth and State Governments.

**Social development, Community action, Income** and **Service support** organisations received less than average amounts of total income from government. As these are generally low income organisations, the actual amount they receive from government is significantly less than that of other organisations.

When income source is disaggregated by role of the organisations (Table 5.26), the proportion of government funding was highest for organisations whose purpose involves a commitment to social change

(50.4%) and lowest for self help groups (19.6%). For organisations whose purpose is the provision of collective services, the mean proportion of total income from this source was 37.6 per cent. The Commonwealth Government is the major contributor of funds to organisations for social change.

Different funding patterns are evident in the various States (Table 5.27). The mean proportion of income received from government was highest for NGWOs in Victoria (47.0%) and lowest in Queensland (24.0%) and Western Australia (28.2%). This discrepancy is a result mainly of the different relative contributions of the individual State Governments. The Queensland State Government contributed only 2.4 per cent of total NGWO income; the Western Australian State Government contribution was not much more, at 5.7 per cent. However, the Victorian State Government provided, on average, 26.0 per cent of income of Victorian NGWOs. For NGWOs in Queensland the main source of income appeared to be fundraising and donations (the mean proportion received from this source was 41.3%). For NGWOs in Western Australia, the main sources of income were fundraising, donations, membership and fees for service which together comprised, on average, 55.2 per cent of total income.

Local Government funding was highest in Victoria and in the Territories. In the six States the mean proportion of income received from the Commonwealth Government was negatively correlated with State size: NGWOs in New South Wales got the lowest proportion of their income from the Commonwealth, those in Tasmania got the highest.

The source of an organisation's income did not appear to be related to the age of the organisation, except in the case of income derived from investments (Table 5.28). Organisations founded in 1900 or before, obtained 9.9 per cent of their income, on average, from investments. The average amount of income derived from this source for all organisations was 2 per cent (Table 5.28).

### OTHER RESOURCES

While income is a major indicator of NGWO size and capacity, there are other aspects of an organisation's financial position such as the nature of its accommodation and the subsidies or concessions received.

Just over one quarter of NGWOs (26.3%) rented their premises and given rent levels, this can be a significant drain on finances. 25 per cent owned their own premises while a further 34.2 per cent operated out of premises for which they paid no rent (Table 5.29). For those 345 organisations which were renting or had donated premises which were rent-free, the landlord or owner was the parent organisation (in 16.8% of cases), the State Government (17.4%), the Local Government (22.9%), private firm (12.4%), private individual (7.1%), Commonwealth Government (3.5%) and other (20.0%).

It is of interest to note that 13.8 per cent of organisations had a church as landlord (both in rent-free and rent-payable capacities) and approximately one third of all organisations shared their premises with other organisations.

A variety of other subsidies has been identified, and these are listed in Table 5.30. Exemptions from payroll and sales taxes, and exemption from local government rates are the major subsidies. Tax deductibility for donations was listed by 41.3 per cent of organisations. Altogether most NGWOs receive concessions of some sort from government.

One fifth of the organisations placed great importance on appeals as a fundraising method. Altogether 29.6 per cent saw appeals as important. This was exceeded by sale of goods, which was listed as an important fundraising method by 31.7 per cent of NGWOs (Table 5.31). Of least importance were members' contributions and literature sales.

A general question asking the organisations to describe their financial position over the last year revealed that three quarters (74.5%) felt their financial position was healthy/adequate. Table 5.32 shows the responses of organisations according to their function and there were not marked deviations from the average. However the function areas of **Health, Personal care, Protection, Community action, and Multi-functional** had a less than average number of organisations who claimed that their financial position was healthy/adequate.

#### GOVERNMENT FUNDING, AUTONOMY AND ACCOUNTABILITY

Given that 62.9 per cent of NGWOs received funding from government it is appropriate to focus, for a moment, on the implications of this for autonomy and accountability of NGWOs. It is reasonable to assume that when high proportions of income come from government, the autonomy of the agency could be severely constrained. However in his four country study, Kramer (1981) found this not to be the case for a variety of reasons.

First, as the most common type of transfer was payment or reimbursement for a service to an individual for whom there was a public responsibility, the nature of the task was clear cut and it was essentially a business transaction. In many cases the agencies had developed so that they had a virtual monopoly of certain resources required by government, and this helped maintain autonomy. This, together with the political power of agencies, mostly by way of influence, and their capacity to bring political pressure when necessary, comprises a second set of reasons that ensure autonomy. Third, Kramer found that while many agencies received a large proportion of funds from government, rarely were they totally funded, and as such could legitimately argue that multiple and diverse sources of funding would preclude surrendering control of their programs to a single sponsor. Discussion of Table 5.10 earlier revealed that the majority of organisations in Australia derive their income from more than one source. Fourth, Kramer suggested, government generally demanded a very

low level of accountability, and nobody seemed keen to upset the balance. He quotes one government official as saying 'if we knew more, we'd have to pay more'. (1981:162).

Although Kramer argues that government funding does not affect, in an adverse manner, the autonomy of the agency, it can be argued that funding is not simply a collection of free gifts as one would find in a philanthropic situation, but rather a set of outlays designed to serve public purposes. When a grant is given by government there is usually some stipulation in respect of the nature of the service to be provided, and some conditions attaching to the funds. In many cases government has found itself in a position in which it supports a particular type of service and finds itself politically unable not to support the service. At the same time, by funding an agency for the service, it can avoid costly infrastructure outlays.

On the other hand there is some evidence to suggest that executive initiative has developed visions of services needed in a community, and compliant agencies are funded to put the vision into reality. Testing of these thoughts is a matter for subsequent empirical study, together with testing the propositions that government funding of NGWOs is a cost-effective means of service provision and that it is ideologically consistent with government's outlook.

These issues of autonomy and accountability have been discussed in the Australian context in two recent SWRC reports (Graycar and Silver, 1982; Graycar, 1982). One study (Graycar and Silver, 1982) on the funding of agencies servicing disabled people in Western Australia found that certain traditional agencies were very heavily dependent on government funds. The organisations were financially accountable to the extent that they were to demonstrate that there was no financial impropriety in respect of their funds but there was no programme accountability. This, the authors believe, is related to three factors.

First, clearly specified programme goals do not exist. Second,

there is no competent overview of service needs, and should such an overview be developed, there is no centralised power to ensure that there be co-ordinated and comprehensive service development. Third, evaluative procedures and processes do not exist. Furthermore, the autonomy of the agencies was not really compromised. However one could argue that this led to a situation where there was no co-ordinated planning in terms of the needs of the client populations.

In a follow up study on funding models the various ways by which funds are moved from government to NGWOs have been examined (Silver and Graycar, 1983). One distinction has been to identify those funds which are allocated to agencies in general, compared with funds which support services within agencies. When funds are provided to agencies in general it is less likely that programme goals or service objectives have been specified, nor evaluation procedures developed. It is more likely that the agencies are funded on the basis of reputation. Autonomy of course is not compromised, but by the same token, accountability is slight. One large multi-purpose agency with multiple (government) sources of funding reported that once a grant is given there is a requirement that accounting and auditing procedures be adhered to and statistical information be provided, but that none of the funding bodies required day-to-day overseeing of what the agency is doing. Initiative nearly always comes from the NGWO seeking funds, and rarely does government do anything other than respond by way of providing funds or not. The funding, however, comes in a manner which is unpredictable and unsystematic. Commonwealth funding comes via strict legislative guidelines while State funding almost invariably comes on an ad hoc basis with limited accountability procedures being required.

Differences between Commonwealth and State approaches to NGWOs are obvious not only in their accountability procedures and functional areas covered, but in the expectation of NGWOs held by officers in the various government bureaucracies. This is the subject of another report (Graycar, 1982).

TABLE 5.1: INCOME OF NGWOs - 1980

Income level - 1980 <sup>(a)</sup>	No. of orgs.	% of total	Cumulative %
Less than \$5,000 p.a.	187	35.1	35.1
\$5,001 - \$50,000	138	25.9	61.0
\$50,001 - \$250,000	119	22.3	83.3
\$250,001 - \$1,000,000	62	11.6	94.9
Over \$1,000,000	27	5.1	100.0
<b>Total</b>	<b>533</b>	<b>100.0</b>	

Notes:

(a) Refers to the financial year of the organisation.

TABLE 5.2: INCOME OF NGWOs (ADJUSTED): 1971, 1976, 1980

Income level	Year <sup>(a)</sup>					
	1971 <sup>(b)</sup>		1976 <sup>(b)</sup>		1980	
	No. of orgs.	% of total	No. of orgs.	% of total	No. of orgs.	% of total
Less than \$5,000 p.a.	47	18.5	102	26.5	187	35.1
\$5,001 - \$50,000	120	46.8	140	36.4	138	25.9
\$50,001 - \$250,000	46	18.0	76	19.7	119	22.3
\$250,001 - \$1,000,000	31	12.0	46	11.9	62	11.6
Over \$1,000,000	12	4.7	21	5.5	27	5.1
<b>Total</b>	<b>256</b>	<b>100.0</b>	<b>385</b>	<b>100.0</b>	<b>533</b>	<b>100.0</b>

Notes:

(a) Financial year of organisation

(b) 1971 and 1976 values have been inflated by the June quarter CPI to 1980 values.

TABLE 5.3: NGWO INCOME BY FUNCTION

Income Level 1980	Function 1													Total	No. of orgs.
	Accom- modation	Communi- ty action	Social development	Personal care	Therapeut- ic care	Service support	Education	Health	Employ- ment	Inform- ation	Income support	Multi- functional	Protec- tion		
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	
Less than \$5,000 p.a.	1.1 <sup>(a)</sup>	24.1	25.1	10.2	7.5	8.0	6.4	5.3	-	7.5	3.7	-	1.1	100.0	187
	2.5 <sup>(b)</sup>	64.3	66.2	31.7	23.7	33.3	32.4	29.4	-	63.6	43.8	-	40.0	35.1	
\$5,001 - \$50,000	8.7	10.9	10.1	15.9	13.0	10.1	8.7	6.5	5.8	4.3	3.6	0.7	1.4	100.0	138
	15.2	21.4	19.7	36.7	30.5	31.1	32.4	26.5	28.6	27.3	31.3	14.3	40.0	25.9	
\$50,001 - \$250,000	24.4	6.7	6.7	13.4	15.1	10.1	7.6	4.2	5.9	1.7	3.4	-	0.8	100.0	119
	36.7	11.4	11.3	26.7	30.5	26.7	24.3	14.7	25.0	9.1	25.0	-	20.0	22.3	
\$250,001 - \$1,000,000	35.5	3.2	3.2	3.2	14.5	3.2	6.5	11.3	12.9	-	-	6.5	-	100.0	62
	27.8	2.9	2.8	3.3	15.3	4.4	10.8	20.6	28.6	-	-	57.1	-	11.6	
Over \$1,000,000	51.9	-	-	3.7	-	7.4	-	11.1	18.5	-	-	7.4	-	100.0	27
	17.7	-	-	1.7	-	4.4	-	8.8	17.9	-	-	28.6	-	5.1	
Total %	14.8	13.1	13.3	11.3	11.1	8.4	6.9	6.4	5.3	4.1	3.0	1.3	0.9	100.0	
	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Total no. of orgs.	79	70	71	60	59	45	37	34	28	22	16	7	5		533

**Notes:**

(a) Row percent

(b) Column percent.

TABLE 5.4: NGWO INCOME BY PERIOD OF FOUNDATION

Income level - 1980	Period of Foundation				Total	No. of orgs.
	1900 or before	1901-45	1946-59	1960-81		
	%	%	%	%	%	
Less than \$5,000 p.a.	0.6 <sup>(a)</sup> 3.2 <sup>(b)</sup>	6.9 21.4	6.9 18.8	85.5 41.2	100.0 33.9	173
\$5,001 - \$50,000	5.3 22.6	6.8 16.1	12.1 25.0	75.8 27.9	100.0 25.9	132
\$50,001 - \$250,000	11.0 41.9	12.7 26.8	11.0 20.3	65.3 21.4	100.0 23.1	118
\$250,001 - \$1,000,000	11.5 22.6	21.3 23.2	19.7 18.8	47.5 8.1	100.0 12.0	61
Over \$1,000,000	11.5 9.7	26.9 12.5	42.3 17.2	19.2 1.4	100.0 5.1	26
<b>Total %</b>	<b>6.1 100.0</b>	<b>11.0 100.0</b>	<b>12.5 100.0</b>	<b>70.4 100.0</b>	<b>100.0 100.0</b>	
<b>Total no. of orgs.</b>	<b>31</b>	<b>56</b>	<b>64</b>	<b>359</b>		<b>510</b>

Notes:

(a) Row percent

(b) Column percent

TABLE 5.5: NGWO INCOME BY AGE

Income level - 1980	Mean age of organisation (years) N = 510	Median age of organisation (years) N = 510
Less than \$5,000 p.a.	12.2	6.5
\$5,001 - \$50,000	17.5	8.0
\$50,001 - \$250,000	27.7	13.5
\$250,001 - \$1,000,000	33.9	23.0
Over \$1,000,000	44.4	29.5
<b>Total</b>	<b>21.4 (a)</b>	<b>10.7</b>

Notes:

(a) Between group differences significant at 0.05 level.

TABLE 5.6: NGWO INCOME BY ROLE

Income level - 1980	Role				Total	
	Provision of collective services	Mainten- ance of status quo	Commit- ment to social change	Self help		
	%	%	%	%	%	No. of orgs.
Less than \$5,000 p.a.	57.2 <sup>(a)</sup> 29.3 <sup>(b)</sup>	9.1 28.8	12.3 38.3	21.4 81.6	100.0 35.1	187
\$5,001 - \$50,000	73.9 27.9	11.6 27.1	10.1 23.3	4.3 12.2	100.0 25.9	138
\$50,001 - \$250,000	74.8 24.4	10.9 22.2	11.8 23.3	2.5 6.1	100.0 22.3	119
\$250,001 - \$1,000,000	72.6 12.3	17.7 18.6	9.7 10.0	- -	100.0 11.6	62
Over \$1,000,000	81.5 6.0	7.4 3.4	11.1 5.0	- -	100.0 5.1	27
<b>Total %</b>	<b>68.5</b> <b>100.0</b>	<b>11.1</b> <b>100.0</b>	<b>11.3</b> <b>100.0</b>	<b>9.2</b> <b>100.0</b>	<b>100.0</b> <b>100.0</b>	
<b>Total no. of orgs.</b>	<b>365</b>	<b>59</b>	<b>60</b>	<b>49</b>		<b>533</b>

## Notes:

(a) Row percent

(b) Column percent.

TABLE 5.7: NGWO INCOME BY STATE

Income level - 1980	NSW	VIC	QLD	SA	WA	TAS	NT	ACT	Total
	%	%	%	%	%	%	%	%	%
Less than \$5,000	28.4	33.3	45.7	34.8	57.5	31.6	37.5	48.0	35.1
\$5,001 - \$50,000	26.8	23.4	28.6	25.8	15.0	34.2	41.7	16.0	25.9
\$50,001 - \$250,000	27.8	25.2	17.1	21.2	5.0	21.1	12.5	16.0	22.3
\$250,001 - \$1,000,000	12.4	13.5	5.7	10.6	12.5	10.5	8.3	12.0	11.6
Over \$1,000,000	4.6	4.5	2.9	7.6	10.0	2.6	-	8.0	5.1
<b>Total %</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>No. of orgs.</b>	<b>194</b>	<b>111</b>	<b>35</b>	<b>66</b>	<b>40</b>	<b>38</b>	<b>24</b>	<b>25</b>	<b>533</b>

TABLE 5.8: NGWO INCOME BY LIFESTAGE OF TARGET GROUP

Income level - 1980	Lifestage of Target Group					Total
	No lifestage specified	Child- ren	Youth	Adults	Elderly	
	%	%	%	%	%	%
Less than \$5,000 p.a.	40.5	31.5	21.6	36.0	31.3	35.1
\$5,001 - \$50,000	27.8	25.2	35.1	25.0	18.8	25.9
\$50,001 - \$250,000	18.5	26.1	37.8	23.0	18.8	22.3
\$250,001 - \$1,000,000	8.3	14.4	5.4	14.0	16.2	11.6
Over \$1,000,000	4.9	2.7	-	2.0	15.0	5.1
<b>Total %</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>Total no. of orgs.</b>	<b>205</b>	<b>111</b>	<b>37</b>	<b>100</b>	<b>80</b>	<b>533</b>

TABLE 5.9: NGWO INCOME BY GENDER OF TARGET GROUP

Income level - 1980	Gender of Target Group			Total
	Mainly, exclusively male	Mainly, exclusively female	Both or unspecified	
	%	%	%	%
Less than \$5,000 p.a.	18.4	46.8	33.4	35.1
\$5,001 - \$50,000	23.7	20.2	27.7	25.9
\$50,001 - \$250,000	34.2	21.1	21.5	22.3
\$250,001 - \$1,000,000	23.7	8.3	11.4	11.6
Over \$1,000,000	-	3.7	6.0	5.1
<b>Total %</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>Total no. of orgs.</b>	<b>38</b>	<b>109</b>	<b>386</b>	<b>533</b>

TABLE 5.10: NGWO INCOME SOURCES

Income Source	Organisations receiving <u>some</u> income from this source	
	No. of orgs	% of total
Commonwealth Government	207	40.0
State Government	209	40.4
Local Government	53	10.3
Total Government Sources	325	62.9
Parent Organisation	73	14.1
Private Firms or Trusts	37	7.2
Other Organisations	39	7.5
Total External Sources	138	26.7
Investments	95	18.4
Fundraising, Donations	325	62.9
Membership	201	38.9
Fees for service	157	30.4
Total Internal Sources	439	84.9
Other Sources	128	24.8
<b>Total no. of orgs.</b>	<b>517</b>	<b>100.0</b>

TABLE 5.11: NGWOs RECEIVING INCOME FROM VARIOUS SOURCES:  
MEAN PROPORTION OF INCOME RECEIVED

Income Source	Mean proportion of income received <sup>(a)</sup> from this source	
	%	No. of orgs.
Commonwealth Government	43.2	207
State Government	42.1	209
Local Government	22.8	53
Total Government Sources	58.3	325
Parent Organisation	39.5	73
Private Firms or Trusts	16.5	37
Other Organisations	29.7	39
Total External Sources	33.7	138
Investments	11.0	95
Fundraising, Donations	39.2	325
Membership	31.6	201
Fees for service	33.3	157
Total Internal Sources	57.8	439
Other Sources	21.3	128

Notes:

(a) NGWOs receiving no income from listed sources are excluded.

TABLE 5.12: NGWO INCOME SOURCES: MEAN PROPORTION  
OF TOTAL INCOME RECEIVED

Income source	Mean proportion of income from various sources
	%
Commonwealth Government	17.3
State Government	17.0
Local Government	2.3
Total Government Sources	36.7
Parent Organisation	5.6
Private Firms or Trusts	1.2
Other Organisations	2.2
Total External Sources	9.0
Investments	2.0
Fundraising, Donations	24.6
Membership	12.3
Fees for service	10.1
Total Internal Sources	49.0
Other Sources	5.3
<b>Total %</b>	<b>100.0</b>
<b>Total no. of orgs.</b>	<b>517</b>

TABLE 5.13: NGWO INCOME SOURCES: PROPORTION OF INCOME RECEIVED

Proportion of income received from this source	Income Source							
	Government		External Sources		Internal Sources		Other sources	
	No.of orgs	% of total	No.of orgs	% of total	No.of orgs	% of total	No.of orgs	% of total
Nil	192	37.1	379	73.3	78	15.1	389	75.2
1 - 25%	66	12.8	76	14.7	124	24.0	91	17.6
26 - 50%	84	16.2	25	4.8	91	17.6	23	4.4
51 - 75%	56	10.8	16	3.1	44	8.5	5	1.0
Over 75%	119	23.0	21	4.1	180	34.8	9	1.7
<b>Total</b>	<b>517</b>	<b>100.0</b>	<b>517</b>	<b>100.0</b>	<b>517</b>	<b>100.0</b>	<b>517</b>	<b>100.0</b>

TABLE 5.14: NUMBER OF SOURCES OF INCOME FOR NGWOs

Number of sources of income <sup>(a)</sup>	No. of orgs	% of total
1	88	17.0
2	159	30.8
3	100	19.3
4	78	15.1
5	58	11.2
6	24	4.6
7	8	1.5
8	2	0.4
<b>Total no. of orgs</b>	<b>517</b>	<b>100.0</b>

Notes:

- (a) There is a total of 11 possible sources of income. These include: Commonwealth government, State government, Local government, Parent organisation, Private Firms or Trusts, Other organisations, Investments, Fundraising and/or Donations, Membership fees, Fees for service, Other sources.

TABLE 5.15: COMBINATIONS OF FUNDING SOURCES REPORTED BY NGWos

Source of Income	No. of orgs	% of total
Government <sup>(a)</sup> and Internal <sup>(b)</sup>	127	24.6
Internal only	116	22.4
Government and Internal and Other	56	10.8
Government and Internal and External <sup>(c)</sup>	53	10.3
Government only	43	8.3
Internal and External	30	5.8
Internal and Other	26	5.0
Government and Internal and External and Other	25	4.8
Government and External	13	2.5
External only	7	1.4
Internal and External and Other	6	1.2
Other only	6	1.2
Government and Other	5	1.0
Government and External and Other	3	0.6
External and Other	1	0.2
<b>Total no. of orgs</b>	<b>517</b>	<b>100.0</b>

Notes:

- (a) Government sources include the Commonwealth government, State government, Local government.
- (b) Internal sources include Investments, Fundraising and/or Donations, Membership fees, Fees for service.
- (c) External sources include Parent organisation, Private Firms or Trusts, Other organisations.

TABLE 5.16: MAJOR INCOME SOURCE BY FUNCTION

Function 1	Major proportion of income received from:				Total	
	Govt.	External sources	Internal sources	Equal proportions from two or more sources		
	%	%	%	%	%	No. of orgs
Accommodation	42.5	8.8	42.5	6.3	100.0	80
Community action	30.4	2.9	60.9	13.3	100.0	69
Social development	7.7	3.1	87.7	1.5	100.0	65
Personal care	36.8	19.3	40.4	3.5	100.0	57
Therapeutic care	49.1	14.0	31.6	5.3	100.0	57
Service support	33.3	2.4	61.9	2.4	100.0	42
Education	45.9	10.8	32.4	10.8	100.0	37
Health	45.9	8.1	40.5	5.4	100.0	37
Employment	70.4	-	25.9	3.7	100.0	27
Information	73.7	5.3	15.8	5.3	100.0	19
Income support	29.4	11.8	47.1	11.8	100.0	17
Multi-functional	71.4	14.3	14.3	-	100.0	7
Protection	66.7	-	33.3	-	100.0	3
<b>Total</b>	<b>39.1</b>	<b>8.1</b>	<b>47.8</b>	<b>5.0</b>	<b>100.0</b>	<b>517</b>

TABLE 5.17: MAJOR INCOME SOURCE BY ROLE

Role	Major proportion of income received from:				Total	
	Govt.	External sources	Internal sources	Equal proportions from two or more sources		
	%	%	%	%	%	No. of orgs
Provision of collective services	41.0	7.3	46.6	5.1	100.0	356
Maintenance of status quo	29.1	16.4	47.3	7.3	100.0	55
Commitment to social change	52.5	8.5	35.6	3.4	100.0	59
Self help	19.1	4.3	72.3	4.3	100.0	47
<b>Total</b>	<b>39.1</b>	<b>8.1</b>	<b>47.8</b>	<b>5.0</b>	<b>100.0</b>	<b>517</b>

TABLE 5.18: CHANGES IN SOURCE OF INCOME OVER THE LAST 5 YEARS

Income source	More	Same	Less	Not applicable	No response	Total	
	%	%	%	%	%	%	No. of orgs.
Commonwealth Government	12.1	14.5	10.5	37.0	25.9	100.0	571
State Government	17.0	9.3	10.9	35.9	27.0	100.0	571
Local Government	4.6	5.1	2.1	52.7	35.6	100.0	571
Parent organisation	4.9	6.1	3.3	50.3	35.4	100.0	571
Private firms or Trusts	3.3	6.0	3.0	52.2	35.6	100.0	571
Other organisations	4.0	5.1	2.1	51.0	37.8	100.0	571
Investments	9.6	8.2	3.3	44.3	34.5	100.0	571
Fundraising, Donations	22.8	24.9	11.0	18.7	22.6	100.0	571
Membership	10.3	24.5	7.7	29.8	27.7	100.0	571
Fees for service	13.1	10.9	4.2	38.9	32.9	100.0	571
Other sources	5.3	7.7	3.2	46.1	37.8	100.0	571

TABLE 5.19: NUMBER OF LEVELS OF GOVERNMENT FUNDING REPORTED BY NGWOS

Source of Government Funding	No. of orgs.	% of total
Commonwealth Funding only	95	29.2
State Funding only	88	27.1
Local Funding only	16	4.9
Commonwealth and State Funding	89	27.4
Commonwealth and Local Funding	5	1.5
State and Local Funding	14	4.3
Commonwealth, State and Local Funding	18	5.5
<b>Total no. of orgs</b>	<b>325</b>	<b>100.0</b>

TABLE 5.20: NGWOs RECEIVING INCOME FROM GOVERNMENT:  
PROPORTION OF INCOME RECEIVED

Proportion of Income received from government	No. of orgs.	% of total
1 - 25%	66	20.3
26 - 50%	84	25.8
51 - 75%	56	17.2
Over 75%	119	36.6
<b>Total</b>	<b>325<sup>(a)</sup></b>	<b>100.0</b>

Notes:

- (a) 325 of the 517 NGWOs which provided income source data received some income from government. 192 received no income from government.

TABLE 5.21: NGWOs RECEIVING INCOME FROM GOVERNMENT:  
MEAN PROPORTION RECEIVED BY INCOME LEVEL

Organisations receiving income from Government				
Income level - 1980	No. of orgs.	% of all orgs. in income category	Mean proportion of income received	Total no. of orgs
Less than \$5,000	50	29.6	54.5	169
\$5,001 - \$50,000	95	72.0	65.4	132
\$50,001 - \$250,000	94	83.2	60.1	113
\$250,001 - \$1,000,000	55	94.8	49.4	58
Over \$1,000,000	23	85.2	44.7	27
<b>Total no. of orgs.</b>	<b>317</b>	<b>63.5</b>	<b>57.9 (a)</b>	<b>499</b>

Notes:

- (a) Between group differences significant at 0.05 level.

TABLE 5.22: NGWOs RECEIVING INCOME FROM GOVERNMENT:  
MEAN PROPORTION RECEIVED BY FUNCTION

Organisations receiving income from Government				
Function 1	No. of orgs.	% of all orgs. in function category	Mean proportion of income received	Total no. of orgs
Accommodation	65	81.3	48.6	80
Community action	28	40.6	73.8	69
Social development	18	27.7	26.0	65
Personal care	39	68.4	55.7	57
Therapeutic care	44	77.2	63.5	57
Service support	20	47.6	65.8	42
Education	30	81.1	55.6	37
Health	20	54.1	72.0	37
Employment	27	100.0	59.1	27
Information	15	78.9	82.2	19
Income support	9	52.9	52.7	17
Multi-functional	7	100.0	48.1	7
Protection	3	100.0	75.7	3
<b>Total</b>	<b>325</b>	<b>62.9</b>	<b>58.3</b> (a)	<b>517</b>

**Notes:**

(a) Within group differences significant at 0.05 level.

TABLE 5.23: NGWOs RECEIVING INCOME FROM GOVERNMENT:  
MEAN PROPORTION RECEIVED BY ROLE

Organisations receiving income from Government				
Role	No. of orgs.	% of all orgs. in role category	Mean proportion of income received	Total no. of orgs
Provision of collective services	237	66.6	56.5	356
Maintenance of status quo	34	61.8	49.1	55
Commitment to social change	39	66.1	76.2	59
Self help	15	31.9	61.3	47
<b>Total</b>	<b>325</b>	<b>62.9</b>	<b>58.3</b> (a)	<b>517</b>

**Notes:**

(a) Between group differences significant at 0.05 level.

TABLE 5.24: NGWO INCOME SOURCES: MEAN PROPORTION OF TOTAL INCOME RECEIVED BY INCOME LEVEL OF ORGANISATIONS

Mean proportion of income received from:																
Income level - 1980	Government Sources				External Sources				Internal sources					Other	Total	
	C'wealth Govt.	State Govt.	Local Govt.	Combined Govt.	Parent Org.	Private Firms	Other Orgs.	Combined external sources	Invest- ments	Fund- raising, donations	Member- ship	Fees	Combined internal sources			
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	£	No. of orgs.
Less than \$5,000 p.a.	3.6	10.2	2.3	16.1	5.8	1.5	2.8	10.1	0.6	37.8	24.8	5.5	68.7	5.1	100.0	169
\$5,001 - \$50,000	19.8	21.8	5.5	47.1	6.3	0.6	2.6	9.5	2.7	26.9	5.0	6.0	40.6	2.8	100.0	132
\$50,001 - \$250,000	25.7	24.0	0.3	50.0	6.1	1.1	1.5	8.7	2.9	12.1	8.4	13.8	37.2	4.1	100.0	113
\$250,001 - \$1,000,000	29.8	16.8	0.3	46.9	4.9	2.2	1.9	9.0	3.1	9.8	2.0	21.3	36.2	8.0	100.0	58
Over \$1,000,000	26.4	11.4	0.3	38.1	0.1	0.7	0.2	1.0	2.3	14.3	7.1	22.5	46.2	14.7	100.0	27
<b>Total</b>	<b>17.2</b>	<b>17.2</b>	<b>2.4</b>	<b>36.8</b>	<b>5.6</b>	<b>1.2</b>	<b>2.2</b>	<b>9.0</b>	<b>2.0</b>	<b>24.6</b>	<b>12.3</b>	<b>10.2</b>	<b>49.1</b>	<b>5.1</b>	<b>100.0</b>	<b>499</b>

TABLE 5.25: NGWO INCOME SOURCES: MEAN PROPORTION OF TOTAL INCOME RECEIVED BY FUNCTION

Mean proportion of income received from:																
Function 1	Government Sources				External Sources				Internal sources				Other	Total		
	C'wealth Govt.	State Govt.	Local Govt.	Combined Govt.	Parent Org.	Private Firms	Other Orgs.	Combined external sources	Invest- ments	Fund- raising, donations	Member- ship	Fees	Combined internal sources			
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	No. of orgs
Accommodation	24.2	15.2	0.1	39.5	8.5	0.5	2.3	11.3	2.9	12.8	3.0	22.6	41.3	7.9	100.0	80
Community action	14.1	13.9	2.0	30.0	2.1	1.2	0.3	3.4	1.1	23.3	31.3	2.9	58.6	8.0	100.0	69
Social development	0.7	3.8	2.7	7.2	1.3	2.2	0.7	4.2	1.8	48.2	25.9	8.1	84.0	4.5	100.0	65
Personal care	18.6	17.0	2.5	38.1	12.1	1.3	3.4	16.8	0.3	20.9	3.1	19.6	43.9	1.1	100.0	57
Therapeutic care	22.0	25.0	2.0	49.0	10.6	1.0	4.7	16.3	0.9	21.2	5.7	3.7	31.5	3.2	100.0	57
Service support	11.1	19.3	0.9	31.3	1.5	0.7	-	2.2	4.1	42.1	15.8	3.0	65.0	1.5	100.0	42
Education	17.3	26.2	1.6	45.1	3.6	2.7	5.0	11.3	1.8	16.5	10.4	10.1	39.1	4.5	100.0	37
Health	19.1	17.8	2.0	38.9	5.7	-	3.1	8.8	1.4	27.2	7.9	11.6	48.1	4.2	100.0	37
Employment	51.4	7.4	0.4	59.2	-	-	1.9	1.9	1.7	9.0	0.6	11.5	22.8	16.1	100.0	27
Information	10.5	37.2	17.2	64.9	5.3	1.1	1.5	7.9	0.1	14.0	10.6	1.5	26.2	1.1	100.0	19
Income support	9.9	16.5	1.5	27.9	5.9	2.2	3.5	11.6	8.2	31.1	11.4	1.8	52.5	8.0	100.0	17
Multi-functional	13.0	28.4	6.7	48.1	11.4	2.9	2.1	16.4	10.0	10.7	1.4	7.9	30.0	5.4	100.0	7
Protection	6.3	52.7	16.7	75.7	-	-	-	-	-	23.3	0.3	0.7	24.3	-	100.0	3
<b>Total</b>	<b>17.3</b>	<b>17.0</b>	<b>2.3</b>	<b>36.7</b>	<b>5.6</b>	<b>1.2</b>	<b>2.2</b>	<b>9.0</b>	<b>2.0</b>	<b>24.6</b>	<b>12.3</b>	<b>10.1</b>	<b>49.1</b>	<b>5.3</b>	<b>100.0</b>	<b>517</b>

TABLE 5.26: NGWO INCOME SOURCES: MEAN PROPORTION OF TOTAL INCOME RECEIVED BY ROLE

Mean proportion of income received from:																
Role	Government Sources				External Sources				Internal sources					Other	Total	
	C'wealth Govt.	State Govt.	Local Govt.	Combined Govt.	Parent Org.	Private Firms	Other Orgs.	Combined external sources	Invest-ments	Fund-raising, donations	Member-ship	Fees	Combined internal sources		%	No. of orgs.
Provision of collective services	17.9	17.3	2.4	37.6	5.6	1.0	1.6	8.3	2.5	24.7	9.0	12.4	48.6	5.4	100.0	356
Maintenance of status quo	8.6	20.4	1.4	30.4	8.0	2.7	6.1	16.9	2.0	30.9	11.0	5.3	49.2	3.5	100.0	55
Commitment to social change	27.3	20.5	2.6	50.4	3.9	1.6	3.1	8.6	0.6	11.9	20.8	5.6	38.9	2.2	100.0	59
Self help	10.1	6.7	2.8	19.6	4.5	-	1.3	5.7	0.4	32.6	28.0	3.7	64.7	10.0	100.0	47
<b>Total</b>	<b>17.3</b>	<b>17.0</b>	<b>2.3</b>	<b>36.7</b>	<b>5.6</b>	<b>1.2</b>	<b>2.2</b>	<b>9.0</b>	<b>2.0</b>	<b>24.6</b>	<b>12.3</b>	<b>10.1</b>	<b>49.1</b>	<b>5.3</b>	<b>100.0</b>	<b>517</b>

TABLE 5.27: NGWO INCOME SOURCES: MEAN PROPORTION OF TOTAL INCOME RECEIVED BY STATE

Mean proportion of income received from:																
State	Government Sources				External Sources				Internal Sources					Other	Total	
	C'wealth Govt.	State Govt.	Local Govt.	Combined Govt.	Parent Org.	Private Firms	Other Orgs.	Combined external sources	Invest-ments	Fund-raising, donations	Member-ship	Fees	Combined internal sources		%	No. of orgs.
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	
New South Wales	15.2	17.3	0.8	33.3	7.8	1.2	2.6	11.7	2.4	26.3	9.9	10.5	49.1	5.9	100.0	187
Victoria	16.0	26.0	5.0	47.0	6.5	2.2	2.1	10.8	2.9	18.2	12.1	5.5	38.7	3.4	100.0	113
Queensland	19.3	2.4	2.3	24.0	1.9	-	2.5	4.4	0.4	41.3	13.6	13.2	68.5	2.9	100.0	32
South Australia	20.4	13.5	0.9	34.8	3.3	0.1	3.1	6.5	1.7	25.5	11.4	14.6	53.2	5.5	100.0	62
Western Australia	22.4	5.7	0.2	28.2	4.2	0.4	0.9	5.5	1.5	19.9	19.3	16.0	56.7	9.6	100.0	38
Tasmania	23.3	22.0	0.1	45.4	2.6	0.3	0.4	3.3	0.8	23.7	13.6	8.4	46.6	4.7	100.0	38
Northern Territory	9.2	29.5	6.7	45.4	1.1	0.5	1.7	3.2	0.3	28.8	10.5	8.4	48.0	3.4	100.0	21
Australian Capital Territory	18.5	1.1	7.9	27.5	5.4	3.3	2.9	11.6	2.0	23.4	20.5	7.8	53.7	7.3	100.0	26
Total	17.3	17.0	2.3	36.7	5.6	1.2	2.2	9.0	2.0	24.6	12.3	10.1	49.1	5.3	100.0	517

TABLE 5.28: NGWO INCOME SOURCES: MEAN PROPORTION OF TOTAL INCOME RECEIVED BY PERIOD OF FOUNDATION

Year of Foundation	Mean proportion of income received from:														
	Government Sources				External Sources				Internal Sources				Other	Total	
	C'wealth Govt.	State Govt.	Local Govt.	Combined Govt.	Parent Org.	Private Firms	Other Orgs.	Combined external sources	Invest- ments	Fund- raising, donations	Member- ship	Fees	Combined internal sources		
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	No. of orgs.
1900 or before	13.2	16.5	0.4	30.1	5.1	1.4	6.4	12.9	9.9	22.2	6.7	11.1	50.0	7.1	100.0 29
1901 - 1945	13.0	15.7	1.3	30.0	5.6	1.1	-	6.8	6.7	28.9	12.0	11.6	59.2	4.1	100.0 56
1946 - 1959	14.0	13.9	-	27.9	3.4	1.6	1.0	6.1	1.0	30.0	8.4	15.7	55.1	10.9	100.0 62
1960 - 1981	19.3	18.1	2.9	40.3	6.3	1.2	2.6	10.1	0.8	22.5	13.2	9.0	45.5	4.2	100.0 352
<b>Total</b>	<b>17.6</b>	<b>17.2</b>	<b>2.2</b>	<b>37.0</b>	<b>5.8</b>	<b>1.2</b>	<b>2.3</b>	<b>9.3</b>	<b>2.0</b>	<b>24.1</b>	<b>12.1</b>	<b>10.2</b>	<b>48.5</b>	<b>5.2</b>	<b>100.0 499</b>

TABLE 5.29: PREMISES OF ORGANISATIONS

Type of Premises	No. of orgs.	% of total
Private home	48	8.4
Owned by organisation	143	25.0
Rented by organisation	150	26.3
Donated rent-free	195	34.2
Other	15	2.6
No response	20	3.5
<b>Total</b>	<b>571</b>	<b>100.0</b>

TABLE 5.30: SUBSIDIES OR CONCESSIONS TO ORGANISATIONS

Type of subsidy/ concession	Availability of subsidies/concessions			Total	
	Yes	No	Don't know/ not applicable	%	No. of orgs.
	%	%	%		
Telephone rental	12.4	77.8	9.8	100.0	571
Rates	37.0	48.5	14.5	100.0	571
Below market rent	11.0	23.1	65.9	100.0	571
Payroll tax exemption	23.6	54.8	21.6	100.0	571
Sales tax exemption	51.7	37.5	10.9	100.0	571
Tax deductibility for donations	41.3	45.4	13.3	100.0	571
Other	16.6	17.2	66.2	100.0	571

TABLE 5.31: METHODS OF FUNDRAISING

Method of Fundraising	Percentage of organisations for which this method is:				Total	
	Very important	Some importance	Little importance	Don't know/not applicable	%	No. of orgs.
	%	%	%	%	%	No. of orgs.
Appeals	20.5	9.1	17.9	52.5	100.0	571
Literature sales	4.2	5.6	26.3	63.9	100.0	571
Sale of goods	16.8	14.9	20.8	47.5	100.0	571
Stalls, social functions	14.4	7.2	1.8	76.7	100.0	571
Member contributions	3.5	1.2	1.2	94.0	100.0	571
Other	9.8	3.7	2.6	83.9	100.0	571

TABLE 5.32: NGWO FUNCTION BY DESCRIBED FINANCIAL POSITION

Function 1	Description of 1980 Financial Position		Total	
	Healthy/Adequate	Unhealthy/Critical	%	No. of orgs.
	%	%	%	No. of orgs.
Accommodation	75.9	24.1	100.0	83
Community action	66.2	33.8	100.0	74
Social development	79.2	20.8	100.0	72
Personal care	72.6	27.4	100.0	62
Therapeutic care	75.0	25.0	100.0	60
Service support	85.1	14.9	100.0	47
Education	77.5	22.5	100.0	40
Health	66.7	33.3	100.0	36
Employment	72.4	27.6	100.0	29
Information	80.0	20.0	100.0	20
Income support	81.3	18.8	100.0	16
Multi-functional	57.1	42.9	100.0	7
Protection	33.3	66.7	100.0	3
<b>Total %</b>	<b>74.5</b>	<b>25.5</b>	<b>100.0</b>	
<b>Total no. of orgs</b>	<b>409</b>	<b>140</b>		<b>549</b>

## CHAPTER 6: STAFFING

NGWOs in Australia employ a large number of people. The common belief that NGWOs, as part of a 'voluntary sector' are staffed predominantly by volunteers is not supported by the evidence. There are certainly very large numbers of volunteers in NGWOs, but on the payroll Australian NGWOs have somewhere between 150,000 and 600,000 full time employees. This chapter analyses staffing numbers and examines distribution and activities of paid staff and volunteers. The data are grouped in 35 tables, most of which are self-explanatory. (Tables 6.1 to 6.35 can be found on pages 144 to 163). The totals vary according to response rate for various questions.

### PAID STAFF

Of the 559 organisations responding to the question on whether or not they have paid staff, 339 or 60.6 per cent replied in the affirmative; 271 organisations had a total of 5,052 full time staff, and 285 organisations had a total of 6,577 part time staff, including one organisation which reported 3,000 part time staff. Of the 339 organisations with paid staff, nearly half had between 1 and 5 paid workers (Table 6.1). However the number of paid staff varied enormously, from 1 to 631 (excluding the organisation with 3,000 part time staff). Table 6.3 shows that the mean number of paid workers per organisation was 26, while the median was 6. 228 or 39.4 per cent had no paid workers.

As with the analysis in Chapter 5, cross-tabulations by organisational function use first function only (see page 99).

Organisations whose function is **Accommodation**, **Employment** or **Multi-functional** had the largest numbers of paid staff (Tables 6.2 and 6.3). Whereas over a quarter of the **Accommodation** organisations had over 50 paid staff and within **Accommodation** the mean number of paid

staff was 53 and the median 16, there is a sharp contrast with NGWOs at the other end of the spectrum. None of the organisations whose function is **Community action** had more than 20 paid staff and two thirds had no paid staff at all. In **Community action** NGWOs the mean number of paid staff was 6 and the median 5. Other functional groupings with a low number of paid staff included **Social development**, **Service support** and **Information**. Thus, when taking function into account, a dichotomous pattern of paid staffing clearly exists.

When organisations are classified by role (expressed role as described on page 57), numbers of paid staff were very low among self-help groups. Almost 80 per cent of self help groups had no paid staff and none had more than 10. While median staff numbers in the other three role categories were similar (6 or 7), means varied from a low of 16 to a high of 29 (Provision of collective services) (Tables 6.4 and 6.5).

There are notable variations around the Australian States and it may be of interest to seek out explanations for these locational differences. While 60.6 per cent of NGWOs in Australia contained paid staff, in Queensland and Western Australia less than half had paid staff (47.4 per cent and 43.9 per cent respectively). While 7 per cent of all NGWOs had over 50 paid staff, in South Australia the proportion was 11.8 per cent and in Western Australia it was 14.6 per cent. Unlike the other States, Western Australia had a large proportion of organisations with no paid staff (56.1% compared to the average of 39.4%) and a large proportion of organisations with more than 50 paid staff (14.6% compared with the average of 7.0%). Western Australia also had NGWOs with the highest mean and median numbers of paid staff (Tables 6.6 and 6.7).

The older the organisation the larger the number of paid staff it is likely to have. Organisations founded before 1960 had, on average, 50 paid staff while those founded after 1960 had an average of 13 paid staff (Tables 6.8 and 6.9).

As would be expected, there is a strong correlation between the

number of paid staff and the income of the organisation - the higher the income, the greater the number of staff (Tables 6.10 and 6.11).

The number of paid staff per organisation varies according to the proportion of income received from government. Organisations which received between a half and three quarters of their income from government had the largest number of paid staff per organisation (Table 6.12). They had a mean of 67 paid staff per organisation and a median of 11 compared with organisations which received no income from government which had a mean number of 11 paid staff per organisation and a median of 4. Organisations which received over 75 per cent of their income from government had the equal lowest mean number of part time staff and the lowest mean number of full time staff.

Paid staff spend half of their time on average, in direct service provision, one quarter on administration and the remainder on various other activities. Volunteers by contrast spread their time more evenly across various activities with more than a third of their time spent on direct service. There are significant differences in the amount of time spent by paid staff on various organisational activities depending upon the function of the organisation. Paid staff in organisations whose function is **Accommodation**, **Multi-functional**, **Protection** and **Education** spent a higher than average proportion of their time on direct service and a lower than average proportion of their time on administration. Paid staff in those whose function is **Community action**, **Service support** and **Income support** spent a lower than average proportion of their time on direct service and a higher than average proportion of their time on administration ( Tables 6.13 and 6.14).

There is a relationship between the number of full time paid staff and the number of volunteers per organisation. The number of volunteers per organisation increased with an increase in the number of paid staff up to 10, then it decreased slightly and rose again for organisations with over 50 paid staff. The mean number of volunteers per organisation for all organisations was 34; for those organisations with over 50 full time paid staff, the mean number of volunteers was 118. For

organisations with no full time paid staff, the mean number of volunteers was 24. A similar pattern (though not so dramatic) prevails when the relationship between part time staff and volunteers is examined (Tables 6.15 and 6.16).

In 72.3 per cent of organisations the staff were all or predominantly female. In some functional groupings the proportion of female staff was markedly higher e.g. **Education, Personal care, Protection, Information, Community action and Service support** (Tables 6.17 and 6.18). While the overwhelming majority of paid staff were women, in the older organisations (those founded before 1900) this was less likely to be so (Table 6.19).

As NGWOs are very large employers, industrial issues could be expected to be receiving attention. Overtime, for example, was worked in more than half of the NGWOs yet in 71.6 per cent of these, staff were never paid for their overtime (Tables 6.20 and 6.21).

Training is an important staff development issue. In one half of the organisations no training was provided for paid staff. In half of the remaining organisations, i.e. those providing training, it was provided internally, and in the other half, by a variety of external sources (Tables 6.22 and 6.23).

Given that NGWOs are complex organisations with multiple objectives, diverse funding sources and multi-disciplinary staff, management issues are of crucial importance. Over 80 per cent of NGWOs were managed by a management committee (Table 6.24). The average size of management committees was 12, and predominantly committee members were representatives of the general membership of the organisation. Government representation was negligible.

Of considerable interest is the sex breakdown of the four personnel categories, members, paid staff, volunteers, management committee. While 72.3 per cent of organisations had paid staff which was all or predominantly female, and 11.2 per cent had a paid staff which was all

or predominantly male, 37.2 per cent of organisations had management committees which were all or predominantly male. There is clear evidence of a hierarchical structure with a disproportionate number of organisations in which men make the decisions and women do the "hands-on" work. (Table 6.25). (See Table 6.17 for definitions).

### VOLUNTEERS

There are far more volunteers in Australian NGWOs than there are paid staff. In 1982 two of the authors published a monograph on volunteers in NGWOs in Australia (Hardwick and Graycar 1982). While the same data were used, a classification based on UWASIS (see pages 39-40) was used, and what is presented here incorporates an advance on the original classification as well as a reworking of some of the data. 451 or 84 per cent of responding organisations had volunteers and between them reported a total of 52,573 volunteers. However one organisation reported 37,000 volunteers and the remainder had between 1 and 624. The mean number of volunteers (excluding the 37,000) was 35 and the median was 13 (Table 6.3). On average these volunteers work 3.9 hours per week (Table 6.28).

The most common number of volunteers was between 5 and 20. 46.5 per cent of organisations with volunteers had this number, while 20 per cent had between 1 and 4 (Table 6.26).

Mean and median numbers of volunteers varies by function of NGWO (Table 6.3). Mean numbers of volunteers were highest for **Multi-functional** organisations, as well as those involved in **Personal care**, **Therapeutic care**, and **Service support**. They were lowest in **Education** and **Social development** (Tables 6.27 and 6.28). There is no marked difference among NGWOs classified by varying role though those classified as self-help had a greater than average proportion of organisations with no volunteers and a greater than average proportion with 5 to 20 volunteers, but very few organisations with more than 20 volunteers, reflecting the nature of their activity (Table 6.29). The

median number of volunteers per self-help organisation was 8 compared with 14 or 15 for the other role categories (Table 6.5).

When examining numbers of volunteers in organisations by State, Queensland stands out in that one quarter of NGWOs had no volunteers (Table 6.30). South Australia stands out by having the highest mean (47) and median (20) numbers of volunteers per organisation (Table 6.7). The number of volunteers did not change significantly with the age of the organisation (Table 6.31) although organisations founded after 1960 had a mean of 30 volunteers while those founded before 1960 had a mean of 45 volunteers per organisation.

It is reasonable to expect that low income organisations would have more volunteers than would high income organisations, which would substitute voluntary labour for paid labour. However survey data revealed that low income organisations had fewer volunteers and fewer paid staff than high income organisations. Organisations with an income of less than \$5,000 had a mean of 18 volunteers per organisation and a median of 10; they had a mean of 3 paid staff per organisation, and a median of 1. At the other end of the spectrum, organisations with an income of over \$1 million had a mean of 97 volunteers per organisation and a median of 25; these organisations had a mean of 167 paid staff per organisation and a median of 100 (Table 6.11). The distribution of volunteers within NGWOs by NGWO income can be found in Table 6.32.

Interestingly, organisations which received between 51 and 75 per cent of their income from government had the greatest number of paid staff and volunteers (Table 6.12). They had a mean of 67 paid staff per organisation and a median of 11; a mean of 45 volunteers per organisation and a median of 20. By contrast, organisations receiving less than half or over three quarters of their income from government had, on average, fewer paid staff and volunteers per organisation.

While volunteers and paid staff spent the largest proportion of their time on direct services, volunteers spent equal proportions (19%) on committees and on administration (Table 6.13). It is commonly

assumed that volunteers spend a large proportion of their time on fundraising, yet the survey revealed that about 10 per cent of time, on average, was spent on fundraising.

However the amount of time spent by volunteers on these activities varies significantly depending upon the function of the organisation. The amount of time spent on direct service varied from 10 per cent of volunteers' time in **Service support** organisations to 60 per cent of volunteers' time in **Information** and **Multi-functional** organisations. The amount of time spent by volunteers on fundraising ranged from an average of 1 per cent in **Information** and **Protection** organisations to 20 per cent in **Service support** organisations (Table 6.33).

In 60.5 per cent of organisations the volunteers were all or predominantly female; 27.6 per cent of organisations had mixed male and female volunteers and 11.9 per cent of organisations had all or predominantly male volunteers. All functional categories of organisations had predominantly female volunteers with the exception of **Community action** organisations where 44.6 per cent of organisations had mixed male and female volunteers, 34.6 per cent had predominantly female volunteers and 21.2 per cent had predominantly male volunteers. Despite the predominance of women volunteers, there was some variation in their concentration according to the function of the organisation. Nearly 90 per cent (88.9%) of **Education** organisations had all or predominantly female volunteers. **Health** and **Personal care** organisations also had a greater than average proportion of women volunteers (Table 6.34). (See Table 6.17 for definitions).

Women volunteers were most prevalent in organisations whose role is the provision of collective services: 65.4 per cent of these organisations had predominantly women volunteers. By comparison, 42.2 per cent of organisations whose role is a commitment to social change, had all or predominantly female volunteers while 44.4 per cent of these organisations had mixed male and female volunteers.

TABLE 6.1: DISTRIBUTION OF PAID STAFF IN NGWOS

No. of paid staff	Organisations by number of staff					
	Full time staff		Part time staff		All staff	
	No.of orgs.	% of total	No.of orgs.	% of total	No.of orgs.	% of total
Nil	288	51.5	274	49.0	220	39.4
1 - 5	162	29.0	193	34.5	151	27.0
6 - 10	41	7.3	33	5.9	68	12.2
11 - 20	25	4.5	13	2.3	39	7.0
21 - 50	22	3.9	29	5.2	42	7.5
Over 50	21	3.8	17	3.0	39	7.0
<b>Total</b>	<b>559</b>	<b>100.0</b>	<b>559</b>	<b>100.0</b>	<b>559</b>	<b>100.0</b>

TABLE 6.2: DISTRIBUTION OF PAID STAFF BY NGWO FUNCTION

No. of Paid Staff	Function 1													Total
	Accomm- odation	Community action	Social development	Personal care	Therapeu- tic care	Service support	Education	Health	Employ- ment	Inform- ation	Income support	Multi- functional	Protec- tion	
	%	%	%	%	%	%	%	%	%	%	%	%	%	
Nil	8.9	67.1	72.0	33.3	26.2	51.1	25.6	35.1	-	45.5	52.9	-	60.0	39.4
1 - 5	24.1	17.7	13.3	33.3	36.1	27.7	38.5	29.7	35.7	40.9	35.3	14.3	-	27.0
6 - 10	15.2	10.1	8.0	14.3	14.8	10.6	17.9	2.7	17.9	9.1	11.8	-	40.0	12.2
11 - 20	12.7	5.1	1.3	11.1	8.2	8.5	5.1	5.4	10.7	4.5	-	-	-	7.0
21 - 50	13.9	-	5.3	4.8	11.5	-	10.3	10.8	17.9	-	-	57.1	-	7.5
Over 50	25.3	-	-	3.2	3.3	2.1	2.6	16.2	17.9	-	-	28.6	-	7.0
<b>Total %</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>No. of Orgs.</b>	<b>79</b>	<b>79</b>	<b>75</b>	<b>63</b>	<b>61</b>	<b>47</b>	<b>39</b>	<b>37</b>	<b>28</b>	<b>22</b>	<b>17</b>	<b>7</b>	<b>5</b>	<b>559</b>

TABLE 6.3: PAID STAFF AND VOLUNTEERS IN NGWOs:  
MEAN AND MEDIAN NUMBER BY NGWO FUNCTION

Function 1	Paid Staff						Volunteers <sup>(d)</sup>	
	Full time <sup>(a)</sup>		Part time <sup>(b)</sup>		All staff <sup>(c)</sup>		Mean	Median
	Mean	Median	Mean	Median	Mean	Median		
Accommodation	31	5	26	9	53	16	27	10
Community action	5	4	3	2	6	5	34	10
Social development	5	2	6	2	10	6	22	12
Personal care	12	4	8	4	15	6	50	15
Therapeutic care	12	4	5	3	15	6	49	16
Service support	7	3	3	2	8	4	43	20
Education	14	3	11	2	22	5	18	11
Health	19	9	25	3	35	9	29	16
Employment	33	6	14	6	42	10	26	10
Information	3	3	3	2	3	2	23	14
Income support	3	3	2	2	3	3	22	14
Multi-functional	37	33	23	7	54	36	155	100
Protection	4	2	4	4	8	7	8	6
<b>Total</b>	<b>19</b>	<b>4</b>	<b>13</b>	<b>3</b>	<b>26</b>	<b>6</b>	<b>35</b>	<b>13</b>

Notes:

- (a) There were 271 organisations employing FT staff
- (b) There were 285 organisations employing PT staff. One organisation with 3000 PT staff was excluded from the calculation of means.
- (c) There were 339 organisations employing either FT staff, PT staff or both. One organisation with 3000 PT staff was excluded from the calculation of means.
- (d) There were 451 organisations with volunteers. One organisation with 37,000 volunteers was excluded from calculation of means.

TABLE 6.4: DISTRIBUTION OF PAID STAFF BY NGWO ROLE

Number of paid staff	Role				Total
	Provision of collective services	Maintenance of status quo	Commitment to social change	Self help	
	%	%	%	%	%
Nil	34.6	32.8	36.5	79.7	39.4
1 - 5	29.3	27.9	27.0	11.9	27.0
6 - 10	12.0	14.8	14.3	8.5	12.2
11 - 20	7.2	6.6	12.7	-	7.0
21 - 50	8.2	14.8	3.2	-	7.5
Over 50	8.8	3.3	6.3	-	7.0
<b>Total %</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>No. of orgs.</b>	<b>376</b>	<b>61</b>	<b>63</b>	<b>59</b>	<b>559</b>

TABLE 6.5: PAID STAFF AND VOLUNTEERS IN NGWOs:  
MEAN AND MEDIAN NUMBER BY NGWO ROLE

Role	Paid Staff						Volunteers <sup>(d)</sup>	
	Full time <sup>(a)</sup>		Part time <sup>(b)</sup>		All staff <sup>(c)</sup>		Mean	Median
	Mean	Median	Mean	Median	Mean	Median		
Provision of collective services	21	4	14	4	29	6	36	14
Maintenance of status quo	13	5	5	4	16	6	33	15
Commitment to social change	11	4	14	3	21	7	42	15
Self help	4	4	3	2	5	3	17	8
<b>Total</b>	<b>19</b>	<b>4</b>	<b>13</b>	<b>3</b>	<b>26</b>	<b>6</b>	<b>35</b>	<b>13</b>

Notes:

- (a) There were 271 organisations employing FT staff
- (b) There were 285 organisations employing PT staff. One organisation with 3000 PT staff was excluded from the calculation of means.
- (c) There were 339 organisations employing either FT staff, PT staff or both. One organisation with 3000 PT staff was excluded from the calculation of means.
- (d) There were 451 organisations with volunteers. One organisation with 37,000 volunteers was excluded from calculation of means.

TABLE 6.6: DISTRIBUTION OF PAID STAFF IN NGWOs BY STATE

No. of paid staff	NSW	VIC	QLD	SA	WA	TAS	NT	ACT	Total
	%	%	%	%	%	%	%	%	%
Nil	32.8	37.2	52.6	36.8	56.1	36.6	56.5	50.0	39.4
1 - 5	29.9	27.3	21.1	23.5	12.2	39.0	34.8	19.2	27.0
6 - 10	15.4	12.4	13.2	14.7	2.4	4.9	4.3	11.5	12.2
11 - 20	9.5	6.6	2.6	8.8	2.4	4.9	-	7.7	7.0
21 - 50	6.0	11.6	5.3	4.4	12.2	9.8	4.3	3.8	7.5
Over 50	6.5	5.0	5.3	11.8	14.6	4.9	-	7.7	7.0
<b>Total %</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>No. of orgs.</b>	<b>201</b>	<b>121</b>	<b>38</b>	<b>68</b>	<b>41</b>	<b>41</b>	<b>23</b>	<b>26</b>	<b>559</b>

TABLE 6.7: PAID STAFF AND VOLUNTEERS IN NGWOs:  
MEAN AND MEDIAN NUMBER BY STATE

State	Paid staff						Volunteers <sup>(d)</sup>	
	Full time <sup>(a)</sup>		Part time <sup>(b)</sup>		All staff <sup>(c)</sup>		Mean	Median
	Mean	Median	Mean	Median	Mean	Median		
NSW	15	4	9	3	20	6	34	10
VIC	27	5	11	3	30	6	43	15
QLD	13	4	10	5	17	6	23	10
SA	12	5	20	4	28	8	47	20
WA	53	15	40	25	79	32	27	12
TAS	16	2	6	2	16	3	19	10
NT	4	3	2	2	5	4	19	9
ACT	10	3	12	5	18	7	35	15
<b>Total</b>	<b>19</b>	<b>4</b>	<b>13</b>	<b>3</b>	<b>26</b>	<b>6</b>	<b>35</b>	<b>13</b>

**Notes:**

- (a) There were 271 organisations employing FT staff
- (b) There were 285 organisations employing PT staff. One organisation with 3000 PT staff was excluded from the calculation of means.
- (c) There were 339 organisations employing either FT staff, PT staff or both. One organisation with 3000 PT staff was excluded from the calculation of means.
- (d) There were 451 organisations with volunteers. One organisation with 37,000 volunteers was excluded from calculation of means.

**TABLE 6.8: DISTRIBUTION OF PAID STAFF IN NGWOs  
BY PERIOD OF FOUNDATION OF ORGANISATION**

No. of paid staff	Period of Foundation				Total
	1900 or before	1901-45	1946-59	1960-81	
	%	%	%	%	%
Nil	6.7	33.3	28.8	43.2	38.3
1 - 5	30.0	15.8	22.7	29.1	26.9
6 - 10	20.0	7.0	12.1	13.1	12.7
11 - 20	10.0	15.8	9.1	5.5	7.3
21 - 50	16.7	14.0	12.1	5.5	7.9
Over 50	16.7	14.0	15.2	3.7	6.9
<b>Total %</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>No. of orgs.</b>	<b>30</b>	<b>57</b>	<b>66</b>	<b>382</b>	<b>535</b>

**TABLE 6.9: PAID STAFF IN NGWOs: MEAN NUMBER  
BY NGWO PERIOD OF FOUNDATION**

Period in which organisation was founded	Mean number of paid staff	Number of Organisations
Before 1960	50	113
After 1960	13	216
<b>Total</b>	<b>26</b>	<b>329</b>

TABLE 6.10: DISTRIBUTION OF PAID STAFF IN NGWOs BY NGWO INCOME

Number of paid staff	Income level - 1980					Total
	Less than \$5000	\$5,001-\$50,000	\$50,001-\$250,000	\$250,001-\$1,000,000	Over \$1,000,000	
	%	%	%	%	%	
Nil	84.9	27.0	2.6	-	-	37.9
1 - 5	14.5	55.5	33.9	1.7	-	27.3
6 - 10	-	13.1	38.3	3.3	4.0	12.4
11 - 20	-	1.5	18.3	21.7	4.0	7.1
21 - 50	0.5	2.2	6.1	48.3	4.0	7.8
Over 50	-	0.7	0.9	25.0	88.0	7.5
<b>Total %</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>No. of orgs.</b>	<b>186</b>	<b>137</b>	<b>115</b>	<b>60</b>	<b>25</b>	<b>523</b>

TABLE 6.11: PAID STAFF AND VOLUNTEERS IN NGWOs:  
MEAN AND MEDIAN NUMBER BY NGWO INCOME

Income level - 1980	Paid staff						Volunteers <sup>(d)</sup>	
	Full time <sup>(a)</sup>		Part time <sup>(b)</sup>		All staff <sup>(c)</sup>		Mean	Median
	Mean	Median	Mean	Median	Mean	Median		
Less than \$5,000	3	2	3	1	3	1	18	10
\$5,001 to \$50,000	2	2	4	2	5	3	31	15
\$50,001 to \$250,000	5	4	6	4	10	7	35	10
\$250,001 to \$1,000,000	24	15	24	10	45	32	44	25
Over \$1,000,000	116	73	61	41	167	100	97	25
<b>Total</b>	<b>19</b>	<b>4</b>	<b>13</b>	<b>3</b>	<b>26</b>	<b>6</b>	<b>33</b>	<b>13</b>

Notes:

- (a) There were 263 organisations employing FT staff who responded to the income question.
- (b) There were 273 organisations employing PT staff who responded to the income question. One organisation with 3000 PT staff was excluded from calculation of means.
- (c) There were 325 organisations employing either FT staff, PT staff or both who responded to the income question. One organisation with 3000 PT staff was excluded from calculation of means.
- (d) There were 430 organisations with volunteers who responded to the income question. One organisation with 37,000 volunteers was excluded from calculation of means.

TABLE 6.12: PAID STAFF AND VOLUNTEERS IN NGWOs: MEAN AND  
MEDIAN NUMBER BY PROPORTION OF NGWO INCOME  
RECEIVED FROM GOVERNMENT

Proportion of Income from Government	Paid Staff						Volunteers <sup>(d)</sup>	
	Full time <sup>(a)</sup>		Part time <sup>(b)</sup>		All staff <sup>(c)</sup>		Mean	Median
	Mean	Median	Mean	Median	Mean	Median		
Nil	9	3	6	2	11	4	25	10
1 - 25%	9	5	11	4	16	8	42	14
26 - 50%	20	6	19	4	35	8	61	15
51 - 75%	56	5	24	6	67	11	45	20
Over 75%	8	4	6	3	11	5	24	14
<b>Total</b>	<b>19</b>	<b>4</b>	<b>13</b>	<b>3</b>	<b>26</b>	<b>6</b>	<b>35</b>	<b>13</b>

**Notes:**

- (a) There were 263 organisations employing FT staff who responded to the question on proportion of income from government.
- (b) There were 271 organisations employing PT staff who responded to the question on proportion of income from government. One organisation with 3000 PT staff was excluded from the calculation of means.
- (c) There were 320 organisations employing either FT staff, PT staff or both. One organisation with 3000 PT staff was excluded from the calculation of means.
- (d) There were 451 organisations with volunteers. The mean number of volunteers was calculated on data from 427 organisations.

TABLE 6.13: PAID STAFF AND VOLUNTEERS IN NGWOS: MEAN PROPORTION OF TIME SPENT ON VARIOUS ACTIVITIES

Activity	Type of staff	
	Paid staff <sup>(a)</sup>	Volunteers <sup>(b)</sup>
- Mean proportion of time spent on specified activity -		
	%	%
Committees	5	19
Administration	25	19
Fundraising	4	10
Direct services	50	37
Wider community activity	9	8
Other activities	7	7
<b>Total</b>	<b>100</b>	<b>100</b>

**Notes:**

(a) These means were based on data from 321 organisations

(b) These means were based on data from 433 organisations.

TABLE 6.14: PAID STAFF IN NGWOS: MEAN PROPORTION OF TIME SPENT ON VARIOUS ACTIVITIES BY NGWO FUNCTION

Function 1	Proportion of time spent by paid staff on:						Total	No. of orgs.
	Comm- ittees	Adminis- tration	Fund- raising	Direct Service	Wider Commun. Activity	Other		
	%	%	%	%	%	%	%	
Accommodation	3	15	2	64	3	13	100	67
Community action	10	51	3	16	15	5	100	23
Social development	4	26	8	44	6	13	100	21
Personal care	4	25	2	59	6	3	100	37
Therapeutic care	5	21	5	53	11	3	100	44
Service support	9	48	5	22	15	2	100	23
Education	4	15	2	63	7	8	100	27
Health	3	26	3	41	21	2	100	24
Employment	3	27	2	56	5	6	100	29
Information	4	26	2	44	14	10	100	10
Income support	5	36	15	33	6	4	100	7
Multi-functional	6	18	4	64	7	1	100	7
Protection	-	25	-	63	-	13	100	2
<b>Total</b>	<b>5</b>	<b>25</b>	<b>4</b>	<b>50</b>	<b>9</b>	<b>7</b>	<b>100</b>	<b>321</b>

TABLE 6.15: MEAN NUMBER OF VOLUNTEERS BY NUMBER  
OF PAID FULL TIME STAFF IN NGWOs

No. of full time staff	Mean no. of volunteers per organisation <sup>(a)</sup>
Nil	24
1 - 5	34
6 - 10	55
11 - 20	41
21 - 50	38
Over 50	118
<b>Total</b>	<b>34</b>

Notes:

(a) These means were based on data from 443 organisations.

TABLE 6.16: MEAN NUMBER OF VOLUNTEERS BY NUMBER  
OF PAID PART TIME STAFF IN NGWOs

No. of part time staff	Mean no. of volunteers per organisation <sup>(a)</sup>
Nil	21
1 - 5	48
6 - 10	21
11 - 20	19
21 - 50	54
Over 50	66
<b>Total</b>	<b>34</b>

Notes:

(a) These means were based on data from 443 organisations.

TABLE 6.17: SEX COMPOSITION OF STAFF IN NGWOs

Type of Staff	Sex composition <sup>(a)</sup> of staff in organisations			Total	No. of orgs.
	All or predominantly Male	All or predominantly Female	Mixed Male & Female		
	%	%	%	%	
Full time staff <sup>(b)</sup>	10.2	69.7	20.1	100.0	274
Part time staff <sup>(c)</sup>	9.0	76.5	14.5	100.0	289
All paid staff <sup>(d)</sup>	11.2	72.3	16.5	100.0	339
Volunteers <sup>(e)</sup>	12.5	60.3	27.3	100.0	433

**Notes:**

- (a) In the questionnaire, there were five categories: all male, predominantly male, all female, predominantly female, mixed male and female. 'Predominantly' was not defined but it was assumed that it meant the majority. For information the following frequencies are supplied:

	All Male orgs.	Predominantly Male orgs.	All Female orgs.	Predominantly Female orgs.
	%	%	%	%
Paid staff	6	5	33	39
Volunteers	4	9	22	38

- (b) This excludes all organisations without full time staff
- (c) This excludes all organisations without part time staff
- (d) This excludes all organisations with no paid staff
- (e) This excludes all organisations without volunteers.

TABLE 6.18: SEX COMPOSITION OF PAID STAFF BY NGWO FUNCTION

Sex composition <sup>(a)</sup> of paid staff in organisation					
Function 1	All or predominantly Male	All or predominantly Female	Mixed Male & Female	Total	No. of Orgs.
	%	%	%	%	
Accommodation	13.5	71.6	14.9	100.0	74
Community action	7.7	80.8	11.5	100.0	26
Social development	31.6	42.1	26.3	100.0	19
Personal care	4.5	93.2	2.3	100.0	44
Therapeutic care	15.2	65.2	19.6	100.0	46
Service support	8.3	79.2	12.5	100.0	24
Education	-	93.5	6.5	100.0	31
Health	17.4	73.9	8.7	100.0	23
Employment	3.8	34.6	61.5	100.0	26
Information	20.0	80.0	-	100.0	10
Income support	14.3	42.9	42.9	100.0	7
Multi-functional	14.3	71.4	14.3	100.0	7
Protection	-	100.0	-	100.0	2
<b>Total %</b>	<b>11.2</b>	<b>72.3</b>	<b>16.5</b>	<b>100.0</b>	<b>339</b>

**Notes:**

(a) See Table 6.17 for definitions.

TABLE 6.19: SEX COMPOSITION<sup>(a)</sup> OF PAID STAFF IN NGWOs BY PERIOD OF FOUNDATION OF ORGANISATION

Paid Staff	Period of Foundation				Total
	1900 or before	1901-45	1946-59	1960-81	
	%	%	%	%	%
All or predom. Male	24.1	20.0	4.4	9.7	11.5
All or predom. Female	51.7	72.5	84.4	71.4	71.6
Mixed Male/Female	24.1	7.5	11.1	18.9	16.9
<b>Total %</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>No. of orgs.</b>	<b>29</b>	<b>40</b>	<b>45</b>	<b>217</b>	<b>331</b>

**Notes:**

(a) See Table 6.17 for definitions.

TABLE 6.20: NGWos: WHETHER PAID STAFF REGULARLY WORK OVERTIME

Overtime by paid staff	No. of orgs.	% of total
Yes	187	53.3
No	157	44.7
Don't know	7	2.0
<b>Total orgs. with paid staff</b>	<b>351</b>	<b>100.0</b>

TABLE 6.21: NGWos: WHETHER STAFF WERE PAID FOR OVERTIME WORK

	No. of orgs.	% of total
Always paid	18	9.6
Sometimes paid	37	19.8
Never paid	134	71.6
<b>Total</b>	<b>187</b>	<b>100.0</b>

TABLE 6.22: IN-SERVICE TRAINING FOR PAID STAFF

No. of paid staff receiving training	No. of orgs.	% of total
All	70	20.6
Most	41	12.1
Some	58	17.1
None	171	50.3
<b>Total</b>	<b>340</b>	<b>100.0</b>

TABLE 6.23: NGWos PROVIDING IN-SERVICE TRAINING: AGENCY PROVIDING TRAINING

Agency providing training	No. of orgs.	% of total
Own Organisation	90	53.6
Parent Organisation	38	22.6
Other Non-Government Organisation	26	15.5
Government Organisation	14	8.3
<b>Total</b>	<b>168</b>	<b>100.0</b>

TABLE 6.24: MANAGEMENT OF ORGANISATION

Management by:	No. of orgs.	% of total
Individual	37	6.7
Management Committee	453	81.5
Collective	48	8.6
Other	18	3.2
<b>Total</b>	<b>556</b>	<b>100.0</b>

Note:

Mean size of management committee is 12 persons.

TABLE 6.25: SEX COMPOSITION OF NGWO PERSONNEL

	Personnel			
	Members <sup>(a)</sup>	Staff <sup>(b)</sup>	Volunteers <sup>(c)</sup>	Management Committee <sup>(d)</sup>
	%	%	%	%
All or predom. Male	17.1	11.2	12.5	37.2
All or predom. Female	42.8	72.3	60.3	34.3
Mixed Male and Female	40.1	16.5	27.2	28.5
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

Notes:

- (a) 514 organisations reported the sex composition of their members
- (b) 339 organisations reported the sex composition of their staff
- (c) 433 organisations reported the sex composition of their volunteers
- (d) 478 organisations reported the sex composition of their management committee.

TABLE 6.26: DISTRIBUTION OF VOLUNTEERS IN NGWOs

No. of volunteers per organisation	No. of organisations	% of all organisations	% of those orgs. with volunteers
Nil	87	16.2	-
1 - 4	90	16.7	20.0
5 - 20	210	39.0	46.6
21 - 50	82	15.2	18.2
51 - 200	60	11.2	13.3
Over 200	9	1.7	2.0
<b>Total</b>	<b>538</b>	<b>100.0</b>	<b>100.0</b>

TABLE 6.27: DISTRIBUTION OF VOLUNTEERS BY NGWO FUNCTION

Number of volunteers	Function 1													Total
	Accomm- odation	Community action	Social development	Personal care	Therapeut- ic care	Service support	Educ- ation	Health	Employ- ment	Inform- ation	Income support	Multi- functional	Protec- tion	
	%	%	%	%	%	%	%	%	%	%	%	%	%	
Nil	16.5	25.0	18.8	9.8	11.9	18.6	5.6	13.9	24.1	4.5	37.5	-	-	16.2
1 - 4	25.3	18.4	10.1	11.5	25.4	9.3	27.8	2.8	13.8	22.7	6.3	-	40.0	16.7
5 - 20	31.6	39.5	50.7	45.9	20.3	32.6	47.2	52.8	51.7	31.8	25.0	14.3	60.0	39.0
21 - 50	15.2	9.2	11.6	14.8	15.3	25.6	13.9	19.4	6.9	31.8	25.0	14.3	-	15.2
51 - 200	11.4	5.3	8.7	14.8	25.4	9.3	5.6	11.1	-	9.1	6.3	57.1	-	11.2
Over 200	-	2.6	-	3.3	1.7	4.7	-	-	3.4	-	-	14.3	-	1.7
<b>Total %</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>No. of orgs.</b>	<b>79</b>	<b>76</b>	<b>69</b>	<b>61</b>	<b>59</b>	<b>43</b>	<b>36</b>	<b>36</b>	<b>29</b>	<b>22</b>	<b>16</b>	<b>7</b>	<b>5</b>	<b>538</b>

TABLE 6.28: VOLUNTEERS IN NGWOs: MEAN AND MEDIAN NUMBER AND MEAN HOURS WORKED BY NGWO FUNCTION

Function 1	Volunteers <sup>(a)</sup>		Hours <sup>(b)</sup>
	Mean	Median	Mean no. of hours per week worked by volunteers
Accommodation	27	10	6.0
Community action	34	10	3.8
Social development	22	12	4.2
Personal care	50	15	3.2
Therapeutic care	49	16	3.6
Service support	43	20	2.7
Education	18	11	2.9
Health	29	16	2.5
Employment	26	10	5.4
Information	23	14	3.7
Income support	22	14	2.5
Multi-functional	155	100	2.6
Protection	8	6	11.4
<b>Total</b>	<b>35</b>	<b>13</b>	<b>3.9</b>

**Notes:**

- (a) There were 451 organisations with volunteers. One organisation with 37,000 volunteers was excluded from calculation of means.
- (b) Mean number of hours per week worked by volunteers was calculated on the basis of information from 408 organisations.

TABLE 6.29: DISTRIBUTION OF VOLUNTEERS IN NGWOs BY NGWO ROLE

Number of volunteers	Role				Total
	Provision of collective services	Maintenance of status quo	Commitment to social change	Self help	
	%	%	%	%	%
Nil	15.6	13.6	11.1	28.1	16.2
1 - 4	15.9	20.3	19.0	15.8	16.7
5 - 20	39.0	33.9	36.5	47.4	39.0
21 - 50	17.0	15.3	15.9	3.5	15.2
51 - 200	10.6	16.9	14.3	5.3	11.2
Over 200	1.9	-	3.2	-	1.7
<b>Total %</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>No. of orgs.</b>	<b>359</b>	<b>59</b>	<b>63</b>	<b>57</b>	<b>538</b>

TABLE 6.30: DISTRIBUTION OF VOLUNTEERS IN NGWOS BY STATE

<b>No. of volunteers</b>	<b>NSW</b>	<b>VIC</b>	<b>QLD</b>	<b>SA</b>	<b>WA</b>	<b>TAS</b>	<b>NT</b>	<b>ACT</b>	<b>Total</b>
	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>
Nil	18.3	17.2	25.7	13.4	10.8	10.0	9.1	12.5	16.2
1 - 4	15.7	16.4	28.6	14.9	13.5	22.5	22.7	4.2	16.7
5 - 20	40.3	32.0	28.6	31.3	54.1	45.0	54.5	54.2	39.0
21 - 50	12.6	21.3	5.7	23.9	10.8	17.5	4.5	8.3	15.2
51 - 200	11.0	10.7	11.4	14.9	8.1	5.0	9.1	20.8	11.2
Over 200	2.1	2.5	-	1.5	2.7	-	-	-	1.7
<b>Total %</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>No of orgs</b>	<b>191</b>	<b>122</b>	<b>35</b>	<b>67</b>	<b>37</b>	<b>40</b>	<b>22</b>	<b>24</b>	<b>538</b>

TABLE 6.31: DISTRIBUTION OF VOLUNTEERS IN NGWOS  
BY PERIOD OF FOUNDATION OF ORGANISATION

<b>No. of volunteers</b>	<b>Period of Foundation</b>				<b>Total</b>
	<b>1900 or before</b>	<b>1901-45</b>	<b>1946-59</b>	<b>1960-81</b>	
	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>
Nil	21.4	11.1	12.9	16.2	15.6
1 - 4	17.9	13.0	12.9	18.6	17.3
5 - 20	32.1	37.0	45.2	39.2	39.3
21 - 50	10.7	24.1	9.7	14.6	14.8
51 - 200	17.9	11.1	14.5	10.3	11.3
Over 200	-	3.7	4.8	1.1	1.8
<b>Total %</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>No of orgs</b>	<b>28</b>	<b>54</b>	<b>62</b>	<b>370</b>	<b>514</b>

TABLE 6.32: DISTRIBUTION OF VOLUNTEERS IN NGWOs BY NGWO INCOME

Number of volunteers	Income level - 1980					Total %
	Less than \$5000	\$5,001- \$50,000	\$50,001- \$250,000	\$250,001- \$1,000,000	Over \$1,000,000	
	%	%	%	%	%	
Nil	19.2	11.6	12.3	15.5	11.1	14.9
1 - 4	16.4	14.0	25.4	12.1	7.4	16.8
5 - 20	48.0	36.4	37.7	27.6	33.3	39.6
21 - 50	11.3	23.3	11.4	25.9	7.4	15.8
51 - 200	5.1	14.7	10.5	19.0	25.9	11.5
Over 200	-	-	2.6	-	14.8	1.4
<b>Total %</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>No of orgs</b>	<b>177</b>	<b>129</b>	<b>114</b>	<b>58</b>	<b>27</b>	<b>505</b>

TABLE 6.33: VOLUNTEERS IN NGWOs: MEAN PROPORTION OF TIME  
SPENT ON VARIOUS ACTIVITIES BY NGWO FUNCTION

Function 1	Proportion of time spent by volunteers on:						Total %	No. of Orgs.
	Comm- ittees	Adminis- tration	Fund- raising	Direct Service	Wider Commun. Activity	Other		
	%	%	%	%	%	%		
Accommodation	10	21	14	37	3	15	100	61
Community action	28	26	7	18	17	3	100	51
Social development	17	15	15	31	7	14	100	58
Personal care	18	24	6	44	5	2	100	49
Therapeutic care	12	14	5	56	8	4	100	52
Service support	32	26	20	10	11	1	100	34
Education	15	13	14	39	4	14	100	35
Health	23	15	5	43	9	6	100	31
Employment	35	12	9	27	9	8	100	22
Information	7	20	1	60	12	1	100	19
Income support	17	12	13	46	12	-	100	9
Multi-functional	14	11	11	60	3	1	100	7
Protection	1	9	1	73	3	13	100	5
<b>Total</b>	<b>19</b>	<b>19</b>	<b>10</b>	<b>37</b>	<b>8</b>	<b>7</b>	<b>100</b>	<b>433</b>

TABLE 6.34: SEX OF VOLUNTEERS BY NGWO FUNCTION

Sex of volunteers	Function 1													Total
	Accomm- odation	Community action	Social development	Personal care	Therapeut- ic care	Service support	Education	Health	Employ- ment	Inform- ation	Income support	Multi- functional	Protec- tion	
	%	%	%	%	%	%	%	%	%	%	%	%	%	
All or predom. Male	13.3	21.2	13.5	10.6	9.6	11.1	-	10.0	11.1	10.5	20.0	-	25.0	11.9
All or predom. Female	56.7	34.6	65.4	68.1	61.5	51.9	88.9	73.3	50.0	63.2	50.0	100.0	-	60.5
Mixed Male and Female	30.0	44.2	21.2	21.3	28.8	37.0	11.1	16.7	38.9	26.3	30.0	-	75.0	27.6
<b>Total %</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>No of orgs</b>	<b>60</b>	<b>52</b>	<b>52</b>	<b>47</b>	<b>52</b>	<b>27</b>	<b>36</b>	<b>30</b>	<b>18</b>	<b>19</b>	<b>10</b>	<b>6</b>	<b>4</b>	<b>413</b>

TABLE 6.35: SEX OF VOLUNTEERS BY NGWO ROLE

Sex of volunteers	Role				Total
	Provision of collective services	Mainten- ance of status quo	Commit- ment to social change	Self help	
	%	%	%	%	%
All or predom. Male	11.4	9.8	13.3	16.2	11.9
All or predom. Female	65.4	64.7	42.2	40.5	60.5
Mixed Male and Female	23.2	25.5	44.4	43.2	27.6
<b>Total %</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>No of orgs.</b>	<b>280</b>	<b>51</b>	<b>45</b>	<b>37</b>	<b>413</b>

## CHAPTER 7: ESTIMATES OF THE NON-GOVERNMENT SECTOR

This chapter contains a series of tables (Table 7.1 to 7.4) which provide generalised estimates for a number of key characteristics of NGWOs - the total number of organisations by function and state, their total income and total staff numbers.

It was estimated in Chapter 2 that there is somewhere between 26,000 and 49,000 NGWOs in Australia (see Technical Note at the end of Chapter 2 for the method used to derive these estimates). These estimates represent the basis upon which further projections, using a simplified method, are made. (See Stopher and Meyburg, 1979:45-57).

Table 7.1 estimates the number of organisations by function. Using the sample data, confidence intervals at the 95 percent level were calculated for each function category based on the number of organisations in each category as a proportion of the total number of organisations. So, for example, in the sample 20.3 percent of organisations provided **Accommodation** services, but on the basis of the sample size, there could be anywhere between 17.0 percent and 23.6 percent providing **Accommodation** in the population. These ranges, calculated for each function category, were then used to project, for the sector as a whole, the relative numbers of organisations performing each of these 13 broad functions. There are two sets of projections. The first set are the number of estimated organisations by function, if the total number of organisations is 26,000, i.e. the lowest number of estimated total organisations. The second set are the number of estimated organisations if the total number of organisations is 49,000 i.e. the highest number of estimated total organisations. Thus, for example, there is somewhere between 4,400 and 11,600 organisations providing **Accommodation** services.

Table 7.2 shows the estimated number of organisations by state. Confidence intervals, at the 95 percent level, based on the proportions

of organisations identified in each state (see Table 2.2 column (1) ) were calculated and then the numbers of organisations were estimated. Two different estimates are given depending on whether the projected population of total organisations is 26,000 or 49,000, representing the limits of the range.

Table 7.3 shows the estimated total number of paid staff and volunteers working in the non-government sector while Table 7.4 shows the estimated total income of all NGWOs in the sector and the estimated amount of that total from government, external and internal sources.

TABLE 7.1: ESTIMATED NUMBER OF NGWOs BY FUNCTION<sup>(a)</sup>

	Projected sector value	
	Lower limit (26,000 orgs)	Upper limit (49,000 orgs)
Accommodation	4420-6136	8330-11564
Community action	4706-6474	8869-12201
Social development	4290-6006	8085-11319
Personal care	5070-6838	9555-12887
Therapeutic care	3354-4914	6321- 9261
Service support	2834-4290	5341- 8085
Education	1534-2730	2891- 5145
Health	2028-3328	3822- 6272
Employment	1118-2158	2107- 4067
Information	1586-2782	2989- 5243
Income support	1534-2678	2891- 5047
Multi-functional	156- 676	294- 1274
Protection	208- 780	392- 1470

Notes:

- (a) Over half of the organisations have two functions. Estimates for each functional category are based on the number of organisations in each category. Thus the total number of organisations (26,000 or 49,000) is less than the sum of its components.

TABLE 7.2: ESTIMATED NUMBER OF NGWOs BY STATE<sup>(a)</sup>

	Projected sector value <sup>(b)</sup>	
	Lower limit (26,000 orgs)	Upper limit (49,000 orgs)
New South Wales	9320-9879	17813-18881
Victoria	5257-5714	10047-10920
Queensland	2057-2362	4223 - 4514
South Australia	4013-4419	7669 - 8445
Western Australia	2438-2794	4660 - 5339
Tasmania	1092-1346	2087 - 2572

Notes:

- (a) 224 organisations were identified in the A.C.T. Another 204 organisations were identified in the N.T. These organisations represented a census of the NGWOs in these Territories.
- (b) These estimates do not take into account the variation from state to state in the population size of the LGAs (and by inference, the number of NGWOs) included in the sample. See Table 2.2 and the discussion on page 25.

TABLE 7.3: ESTIMATED NUMBER OF PAID STAFF AND VOLUNTEERS IN NGWOs

	Sample value (559 orgs)	Projected sector value 95% confidence interval	
		Lower limit (26,000 orgs) '000	Upper limit (49,000 orgs) '000
Full time staff	5052	152 - 318	285 - 601
Part time staff	3577 <sup>(a)</sup>	122 - 211	230 - 398
Volunteers	15573 <sup>(b)</sup>	584 - 881	1137 - 1700

Notes:

- (a) Excludes one organisation with 3,000 part time staff.
- (b) Excludes one organisation with 37,000 volunteers.

TABLE 7.4: ESTIMATED INCOME<sup>(a)</sup> OF NGWOs

	Sample value	Projected sector value 95% confidence interval	
		Lower limit (26,000 orgs)	Upper limit (49,000 orgs)
No. of organisations	506		
Total income <sup>(b)</sup>	\$52.1 m	\$2.3 b <sup>(c)</sup> - \$3.1 b	\$4.3 b - \$5.9 b
Average income from Government <sup>(d)</sup>	\$19.1 m	\$0.9 b - \$1.2 b	\$1.5 b - \$2.1 b
Average income from External sources <sup>(e)</sup>	\$ 4.7 m	\$0.2 b - \$0.2 b	\$0.4 b - \$0.5 b
Average income from Internal sources <sup>(f)</sup>	\$25.5 m	\$1.1 b - \$1.6 b	\$2.1 b - \$3.0 b
Average income from Other sources	\$ 2.8 m	\$0.1 b - \$0.1 b	\$0.3 b - \$0.3 b

Notes:

- (a) Income is calculated from the midpoint of income groups used in the survey. Organisations with over \$1 million may have been over-represented in the survey because they tend to be located in the Central Business District of Metropolitan areas and the two largest of these, Sydney and Melbourne, were included. In order not to distort the estimates of total income, the 27 organisations in the over \$1 million income category were excluded from the projections and their total income (which we estimated at \$60 million) was added later to each projected estimate. This means there may be a slight under-representation of total sector income but from calculations based on data from government sources regarding the total amount of government funding to NGWOs, we feel it is reasonably accurate.
- (b) This is the total income for organisations in the survey with less than \$1 million.
- (c) \$1 billion = \$1000 million.
- (d) Government sources include Commonwealth, State and Local government.
- (e) External sources include Parent organisation, Private Firms or Trusts, Other organisations.
- (f) Internal sources include Investments, Fundraising and/or Donations, Membership, Fees for service.

**APPENDIXES**

**APPENDIX I: PRELIMINARY CLASSIFICATION<sup>(a)</sup> OF ORGANISATIONS IDENTIFIED IN 92 LOCAL GOVERNMENT AREAS**

<b>1. EMPLOYMENT &amp; INCOME SECURITY</b>		<b>No. of Orgs.</b>			<b>No. of Orgs.</b>
1.	cash grants, loans, pensions	75	4.	child protection	1
2.	employment/unemployment	59	5.	consumer protection	8
3.	sheltered workshops	23	6.	other	4
4.	other	-			43
		157			
<b>2. HEALTH - PHYSICAL &amp; MENTAL</b>			<b>7. FAMILY &amp; PERSONAL WELLBEING &amp; DEVELOPMENT</b>		
1.	information, education, counselling	65	1.	general (multifunctional organisation)	316
2.	family planning	41	2.	counselling & support	109
3.	nursing homes	71	3.	single parent fam. support & widows	151
4.	drug and alcohol dependence	79	4.	domiciliary (home help, fam. aide etc.)	119
5.	rehabilitation disabled - physical	202	5.	day care - children	145
6.	rehabilitation disabled - mental	77	6.	day care - aged	6
7.	other	46	7.	day care - disabled	2
		581	8.	family subst. services (adoption, f'care, childrens' homes & emerg. accomdn.)	59
<b>3. BASIC MATERIAL NEEDS</b>			9.	social & cultural development	
1.	general, (food, clothing, furn. etc.)	30	- children (e.g. playgroups)	214	
2.	housing, accommodation, refuges,		10.	" " " - youth (e.g. Scouts)	406
	hostels - homeless	8	11.	" " " - aged (Senior Citizens)	172
3.	" " " - aged	100	12.	" " " - ethnic groups	217
4.	" " " - youth	19	13.	Services organisations (RSL etc.)	93
5.	" " " - other	87	14.	other	74
6.	transport	-	15.	social & cultural - women	154
7.	other	1	16.	churches	102
8.	housing, accomdn., refuges - women	23			2339
9.	housing, accomdn., refuges - Aborigines	3			
		271	<b>8. COMMUNITY ORGANISATION, ACTION &amp; DEVELOPMENT</b>		
<b>4. EDUCATION</b>			1.	informtn., CABs, c'mmty resource cent.	161
1.	preschools & kindergartens	258	2.	community education	4
2.	toy libraries	12	3.	advocacy	5
3.	adult education	13	4.	organisation for social & pol. action	208
4.	special education for the disabled	29	5.	fundraising	559
5.	other	21	6.	volunteer services (1st aid etc.)	98
		333	7.	research	3
<b>5. ENVIRONMENT</b>			8.	co-ordination and/or planning	66
1.	protection, conservation, etc.	43	9.	other	25
		43	10.	Aborigines-co-ops, land rights, centres	8
<b>6. JUSTICE, PROTECTION &amp; SAFETY</b>			11.	Trusts	11
1.	legal aid	16			1148
2.	civil rights, justice, anti-discrimn.	3	<b>9. OTHER</b>		
3.	child protection	11	1.	Main function unknown	106
					106
			<b>TOTAL</b>		<b>5021 5021</b>

Notes: (a) This classification was derived from the United Way of America Service Information System (UWASIS), 1976.



APPENDIX II

Australian Council of Social Service Inc.

149 Castlereagh Street  
Sydney NSW Australia 2000

P.O. Box E158  
St James NSW Australia 2000

Telephone (02)264 8188

11th August 1981

Dear Colleague,

I am writing to ask for your co-operation in a major Australia-wide project being undertaken by the Australian Council of Social Service, in co-operation with the Social Welfare Research Centre at the University of New South Wales.

From many thousands of organisations in all parts of Australia, yours is one of more than 1500 randomly selected by computer from which we would like to gather information for inclusion in an important study of the Australian Non-Government welfare sector.

The first of its kind in Australia, the project aims to find out more about Non-Government organisations, and their considerable contribution to the Australian welfare scene. The sector and its contribution is often underestimated and until now very little documented. The project aims to find out approximately how many organisations there are, and of what kind, how they are funded and staffed, their locations, range of activities, and the main issues confronting them. Our concern is an overview rather than a census or directory.

To do this we need your help in completing the enclosed questionnaire. A quick glance will assure you that most of the questions are relatively simple and can be answered quickly. A few require more detailed consideration and information. Working on a very wide definition of welfare, the study includes, in addition to the traditional welfare organisations, those with goals such as personal and social development, community organisation and action, adult education, etc. If yours is one of the organisations for whom welfare is a secondary rather than a primary function, some of the questions will not apply, but we still need your reply, as we are seeking information on a very wide range of organisation types.

We hope you will complete the questionnaire, or as much of it as you can, and return it to us as soon as possible, and preferably by 30th August 1981. The results must be processed quickly because of time and budget limits on the project.

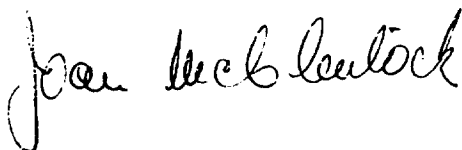
The questionnaire is in short sections, covering Activities, Resources, Staff, etc. which can be filled in separately by different people within your organisation if that is more convenient. The accompanying Instruction sheet should be read by all completing the questionnaire or part of it. If you have any difficulty or queries with the questionnaire, do not hesitate to get in touch with the Project Officer, Joan Levett, by letter or phone.

Confidentiality for your organisation is assured. Any information on your organisation will be computerised by number, without organisation name, to build up an overview of the sector. The project is concerned with the total picture and with organisation types rather than with individual organisations as such.

A complimentary report of some of the project findings will be sent to all participating organisations who would like it. Would you be interested to have a copy when it is available? If so, please indicate when returning the questionnaire. Already several organisations have commented that just completing the questionnaire is a valuable exercise in itself.

Thank you in anticipation for your co-operation. We trust the results of the project will be of help to your organisation, as we know they will to the Non-Government welfare sector as a whole.

Yours sincerely,

A handwritten signature in cursive script, reading "Joan McClintock". The signature is written in dark ink and is positioned above the typed name.

Joan McClintock,  
Acting Secretary-General

P.S. If a copy of your last Annual Report is readily available we would be glad to have that also.

AUSTRALIAN COUNCIL OF SOCIAL SERVICE

in co-operation with the

SOCIAL WELFARE RESEARCH CENTRE  
UNIVERSITY OF NEW SOUTH WALES

PROJECT : TOWARDS A CLASSIFICATION OF AUSTRALIAN  
NON-GOVERNMENT WELFARE ORGANISATIONS

QUESTIONNAIRE

SECTION 1 :

1. Name of organisation \_\_\_\_\_
2. Address \_\_\_\_\_  
Postcode \_\_\_\_\_  
eg.
3. Telephone Number \_\_\_\_\_
4. Local Government Area in which located (eg. Municipality, Shire or City of \_\_\_\_\_)

Organisation  
Number


Postcode

--	--	--	--	--

(Write numbers only in right hand column)

Have you read the instruction sheet ? Please read carefully before completing questionnaire

SECTION 2 : HISTORY OF ORGANISATION

1. In what year did your organisation begin ?  
eg     →  
(NB. point 5 on instruction sheet)

--	--	--	--

2. Who was mainly responsible for starting your organisation ?  
(transfer one number to box in right hand column)

individual	1
small group of individuals	2
parent organisation	3
other non-government organisation	4
government organisation or group	
- Commonwealth	5
- State	6
- Local	7
other (please specify _____)	8
don't know	0

3. Were those who founded your organisation

- (a) a religious or church group ?

yes	1
no	2
don't know	0

- (b) a local community group ?

yes	1
no	2
don't know	0

- (c) a group of people with a common problem or need ?

yes	1
no	2
don't know	0

If yes, (c) above, please briefly describe the common problem or need.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**SECTION 3 : SERVICES. ACTIVITIES. PROGRAMS.**

1. To give an idea of what your organisation DOES please list briefly in the following table the MAIN services or activities, and approximately the percentage of the organisation's total funds and time devoted to each.

You need not list all your activities.

Fill in as many as you think important, in order of priority, the most important first.  
(eg. nursing home for aged, marriage counselling, playgroup etc.)

Service or Activity	Approx.	Approx.
	Funds	Time
(1) -----	-----	-----
-----	-----	-----
(2) -----	-----	-----
-----	-----	-----
(3) -----	-----	-----
-----	-----	-----
(4) -----	-----	-----
-----	-----	-----
(5) -----	-----	-----
-----	-----	-----
(6) -----	-----	-----
-----	-----	-----
(7) -----	-----	-----
-----	-----	-----
(8) -----	-----	-----
-----	-----	-----
-----	-----	-----
-----	-----	-----
-----	-----	-----
-----	-----	-----
-----	-----	-----
-----	-----	-----

(attach extra sheet if necessary)

2. To which of the following purposes are the MAIN services or activities of your organisation directed ?

(if more than one, the most important in first box, second most important in next box, etc.)

Employment & Income Security	1
Health - physical and mental (education, rehabilitation, etc.)	2
Provision of Basic Material Needs (food, clothing, furniture, housing, transport, etc.)	3
Education (preschool, adult, etc.)	4
Environment (protection, conservation)	5
Justice, Protection, Safety (legal aid, probation & parole, child or consumer protection, anti-discrimination, etc.)	6
Family & Personal Wellbeing & Development (including counselling, single parents, domiciliary services, daycare, child- care, group activities for recreation, social or spiritual development, etc.)	7
Community Organisation, Action & Develop- ment (including information, community educa- tion, advocacy, fundraising, volunteer services, research, co-ordination, planning etc.)	8

3. (a) Which are the most important social issues your organisation is dealing with through its present activities ?  
eg. homelessness, drug & alcohol dependence, family breakdown, etc.  
(if more than one, list in order of importance)

- (b) Comment briefly on any recent changes in the social issues your organisation deals with.

4. On behalf of which of the following age groups does your organisation mainly work?  
(select one of the following)

0 - 4 yrs	1
5 - 15 "	2
16 - 20 "	3
21 - 60 "	4
Over 60 "	5
1 & 2 above	6
2 & 3 above	7
4 & 5 above	8
<u>mixed ages, or community at large</u>	9

5. For which of the following sex groups does your organisation work ?

mainly female	1
exclusively female	2
mainly male	3
exclusively male	4
<u>equally male &amp; female</u>	5

6. Does your organisation work mainly for one particular group in society ?  
If yes, which group ?  
eg. disabled, Aborigines, families, pensioners, single parents, etc.

7. What is the extent of the geographical area your organisation mainly serves ?  
(NB. point 5 on instruction sheet re 'your organisation').

All of Australia	1
More than one State (but not all of Australia)	2
One State or Territory	3
More than one Local Government Area, but less than whole State (eg. metropolitan area)	4
One Local Government Area (Municipality or Shire)	5
Suburb or town (where less than one LGA)	6
Neighbourhood (smaller than suburb or town)	7

8. Please describe briefly any major CHANGES in the TYPE of activities undertaken by your organisation during the last 10 years, or since its inception if your organisation commenced during that period.

- (a) NEW types of services, programs or activities, the reasons undertaken & year commenced.

Program 1 \_\_\_\_\_

Reason \_\_\_\_\_  
Year \_\_\_\_\_  
Commenced \_\_\_\_\_

Program 2 \_\_\_\_\_

Reason \_\_\_\_\_  
Year \_\_\_\_\_  
Commenced \_\_\_\_\_

Program 3 \_\_\_\_\_

Reason \_\_\_\_\_  
Year \_\_\_\_\_  
Commenced \_\_\_\_\_

Etc. (add extra sheet if necessary)

- (b) On the following scale, how would you rate each of the factors in determining the above changes?

(Choose one number for each factor, and place in the corresponding box in the right hand column. Leave blank if 'not applicable')

	very impor- tant	some impor- tance	not impor- tant
changed social need	1	2	3
level of government funding	1	2	3
pressure from funding organisation	1	2	3
personnel changes within organisation	1	2	3
pressure from membership	1	2	3
research and formal evaluation	1	2	3
critical reflection	1	2	3
other (specify _____)			
_____	1	2	3

9. (a) Please describe briefly any types of services, activities or programs, including new ones, which were discontinued or substantially reduced during the last 10 years, or since its inception if your organisation commenced during that period.

Program 1 -----

Reason -----  
Year -----  
Reduced -----

Program 2 -----

Reason -----  
Year -----  
Reduced -----

Program 3 -----

Reason -----  
Year -----  
Reduced -----

Etc. (add extra sheet if necessary)

- (b) On the following scale, how would you rate each of the factors in determining the above reductions?

(Choose one number for each factor, and place in the corresponding box in the right hand column. Leave blank if not applicable).

	very impor- tant	some impor- tance	not impor- tant
changed social need	1	2	3
level of government funding	1	2	3
pressure from funding organisation	1	2	3
personnel changes within organisation	1	2	3
pressure from membership	1	2	3
research and formal evaluation	1	2	3
critical reflection	1	2	3
other (specify -----)			
	1	2	3

#### SECTION 4 : STRUCTURE & DECISION MAKING

1. Is your organisation (NB Point 5 on instruction sheet)

a branch or unit or part of a larger organisation to which other branches or units or groups belong. e.g. Red Cross, Salvation Army, local church, etc.	1
the parent organisation (ie you have branches or units as above)	2
neither	3

If 1 above, name of parent organisation?

If 2 above, approximately how many branches do you have?

eg.  →

2. (a) Does your organisation have individual members, on either a formal or informal basis?  
(ie. a group of individuals committed to some regular involvement with your organisation)

yes	1
no	2

If yes (1 above), approximately how many?  
Give estimate if exact number unknown.

eg.  →

- (b) Does your organisation have member organisations?  
(ie. members who are themselves separate organisations, eg. as in co-ordinating bodies. This does not refer to branches or units of your own organisation as in question 1 above)

yes	1
no	2

If yes, (1 above), approximately how many?

- (c) Please comment briefly on any recent changes in your membership, and the reasons for these?

3. (a) Is your organisation non-government?  
ie. less than 50% of Board of Management or its equivalent are government nominees.

yes	1
no	2

- (b) Is your organisation non-profit making?  
ie. profits may be made but are not distributed to directors or shareholders.

yes	1
no	2

4. Which of the following describes your organisation's legal status ?

incorporated (ie. with limited liability, annual audited returns to Companies Office)	1
in active process of becoming incorporated	2
registered as co-operative	3
in active process of becoming registered as a co-operative	4
unincorporated	5
don't know	0

5. Is the management of your organisation by

individual	1
management committee*	2
collective	3
other (specify _____)	
_____	4

\* ie. responsible for the whole of your organisation's operation.

NB. if more than one management committee, these questions refer to the major governing board or committee.

6. If run by management committee (2 above),

(a) Number of members of the committee elected or appointed by any of the following ?

e.g.

(Where not applicable, eg. if you have no parent organisation, leave corresponding box blank)

Commonwealth Government or Department  
State Government or Department  
Local Government or Department  
Parent organisation  
private or business corporations  
other organisations (eg. church)  
general membership  
paid staff  
unpaid staff or volunteers  
users/consumers of services  
other (please specify \_\_\_\_\_)

(b) Total number on management committee ?

7. In practice, what role do you think each of the following groups plays in major policy decisions about your organisation? e.g. decisions re initiating a new service or program, discontinuing one already established, changing the way you allocate your funds etc.

Please rate each group on the following scale.  
(Where not applicable, eg. if your organisation  
has no parent organisation, leave corresponding  
box blank).

	<u>major</u>	<u>some</u>	<u>none</u>
Commonwealth Government or Department	1	2	3
State Government or Department	1	2	3
Local Government or Department	1	2	3
Parent Organisation	1	2	3
private or business corporation	1	2	3
other organisations eg. church	1	2	3
general membership	1	2	3
management committee	1	2	3
paid staff	1	2	3
unpaid staff or volunteers	1	2	3
users/consumers of services	1	2	3
other (please specify)	1	2	3

8. During the past 5 years, have there been significant changes in the way your organisation works? eg. the management structure, or the way decisions are made.

yes	1
no	2
don't know	0

If yes (1 above), please describe briefly the changes and the reasons for these.

179

9. Are there significant but less formal influences (eg. personal, political, social, etc.) in your organisation's policy and other decision making? If yes, please comment briefly.
- 
- 
- 
- 

10. (a) Please indicate the approximate sex representation of the following groups within your organisation.

members

all male	1
predominantly male	2
all female	3
predominantly female	4
equally male & female	5
not applicable	6
dont know	0

unpaid/volunteer staff

all male	1
predominantly male	2
all female	3
predominantly female	4
equally male & female	5
not applicable	6
dont know	0

paid staff

all male	1
predominantly male	2
all female	3
predominantly female	4
equally male & female	5
not applicable	6
dont know	0

management committee

all male	1
predominantly male	2
all female	3
predominantly female	4
equally male & female	5
not applicable	6
dont know	0

- (b) Please comment on any recent changes in the sex representation of any of the above groups within your organisation.
- 
- 
- 

# SECTION 5 : STAFF

This section covers two types of staff:

Paid staff (in question 1), which for the purpose of this study includes members of a collective or a religious order who in direct payment may receive less than recognised salary levels.

Unpaid staff or Volunteers (in question 2). See 2(a) for definition.

1. (a) Does your organisation at present employ any paid staff?

yes	1
no	2

If no (2 above) go to question 2.

If yes (1 above), total number of paid staff at present employed?

full time \*  $\longrightarrow$

part time  $\longrightarrow$

(\* full time = 35 hrs. or more per week)

If applicable, how many paid staff included in the above numbers, as members of a collective, or religious order, etc., actually receive in direct payment less than recognised salary levels?

full time

part time

- (b) In what way, if any, has the number of paid staff changed significantly in the last 10 years, or since its inception if your organisation commenced during that period?

more	1
less	2
about the same number	3
not applicable	4
dont know	0

- (c) Approximately what percentage of your total paid staff time is allocated to each of the following? (ie. % of the sum total of time worked by all staff members).

eg.  $\frac{25}{100} \longrightarrow$

committees
administration - executive, clerical, publicity, research, etc.
fundraising
direct services - casework, counselling, groupwork, etc.
wider community activities - community education, advocacy, etc.
other (specify any other major area of time allocation)

(d) Do members of your paid staff regularly work overtime ? \_\_\_\_\_

yes	1
no	2

If yes (1 above), is this paid for ?

always	1
sometimes	2
never	3

(e) approximately how many of your paid staff possess formal professional qualifications relevant to the welfare field? eg. Degree in Social Work, Social Sciences, Psychology, etc. Welfare Diploma or Certificate (Give approximate number).  
(This does not include qualifications specific to other fields such as health, eg. nursing certificate).

--	--	--	--

(f) Does your organisation provide formal in-service training or staff development programs for paid staff? \_\_\_\_\_

for all staff	1
for most staff	2
for some staff	3
not provided	4

If 1, 2, or 3 above, please comment briefly on  
type of training provided and for which sections  
of your staff.

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

If 1, 2, or 3 above, are these programs provided

directly by your own organisation	1
by parent organisation	2
by other organisation/s (specify _____)	3

(g) Please comment briefly on any major changes in the paid staff of your organisation over the past few years, eg. changes in number and type of staff employed, qualifications.

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

5


2. (a) Does your organisation at present have any unpaid staff or volunteers?

(This includes :

- unpaid administrative, professional & technical staff
- all volunteer services eg. meals on wheels, caregroup, volunteer transport, etc.
- committee members who give unpaid time on committees).

yes  
no

If no, (2 above), go to Section 6 of questionnaire.

If yes, (1 above), total number of unpaid or volunteer staff at present employed?                        
(Give approximate number if exact number unknown).

--	--	--	--

If yes, (1 above), how many hours in a typical week do the unpaid or volunteer workers in total contribute ? (ie. the sum total each week given by all unpaid staff and volunteers).

--	--	--	--

(b) In what way, if any, has the number of unpaid or volunteer workers changed significantly in the last 10 years, or since its inception if your organisation commenced during that period.

more  
less  
about the same  
number  
not applicable  
don't know

(c) approximately what percentage of your total unpaid or volunteer staff time is allocated to each of the following?  
(ie. % of the sum total of time worked by all unpaid staff or volunteers)

committees

administration - executive, clerical,  
publicity, research, etc.

fundraising

direct services - casework, counselling  
groupwork etc.

wider community activities -  
community education, advocacy, etc.

other (specify any other major area of  
time allocation) .....

[illegible]

2. (d) does your organisation provide formal pre-service or in-service training programs for unpaid or volunteer staff ?

for all volunteers	1
for most volunteers	2
for some volunteers	3
not provided	4

If 1,2, or 3 above, please comment briefly on type of training provided, and for which section of your unpaid or volunteer staff.

-----

-----

-----

If 1,2, or 3 above, are these programs provided

directly by your own organisation	1
by parent organisations	2
by other organisation (specify -----)	3

- (e) Please comment briefly on any major changes in the unpaid or volunteer staff of your organisation over the past few years eg. changes in type of staff employed, qualifications, turnover, numbers & reasons for changes.
- 
- 
- 
- 

# SECTION 6 : RESOURCES

1. Within which of the following ranges was your organisation's total income e.g. 04 →

(a) last year ?

less than \$5,000	01
\$5,001 - \$10,000	02
\$10,001 - \$25,000	03
\$25,001 - \$50,000	04
\$50,001 - \$100,000	05
\$100,001 - \$250,000	06
\$250,001 - \$500,000	07
\$500,001 - \$1 million	08
over \$1 million	09
don't know	10

(b) in 1976\*? (if financial year ends in June give figures for 1975/76)

less than \$5,000	01
\$5,001 - \$10,000	02
\$10,001 - \$25,000	03
\$25,001 - \$50,000	04
\$50,001 - \$100,000	05
\$100,001 - \$250,000	06
\$250,001 - \$500,000	07
\$500,001 - \$1 million	08
over \$1 million	09
don't know	10
not applicable	11

(c) In 1971\* ? (if financial years ends in June, give figures for 1970/71)

less than \$5,000	01
\$5,001 - \$10,000	02
\$10,001 - \$25,000	03
\$25,001 - \$50,000	04
\$50,001 - \$100,000	05
\$100,001 - \$250,000	06
\$250,001 - \$500,000	07
\$500,001 - \$1 million	08
over \$1 million	09
don't know	10
not applicable	11

6

- eg. 

	2	5
--	---	---

 %

9.

[illegible]

- If you receive no funding from one of these sources, place 4 (not applicable) in the corresponding box.

[illegible]

- |  | <u>very</u><br><u>impor-</u><br><u>tant</u> | <u>some</u><br><u>impor-</u><br><u>tance</u> | <u>little</u><br><u>impor-</u><br><u>tance</u> |
|--|---|--|--|
| eg. public appeals   | 1   | 2  | 3  |
| eg. sale of publications &<br>literature                             | 1   | 2  | 3  |
| eg. sale of goods pro-<br>duced or donated (eg.<br>Opportunity Shop) | 1   | 2  | 3  |
| Other -----  | 1   | 2  | 3  |
| -----  | 1   | 2  | 3  |
| -----  | 1   | 2  | 3  |

- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

- |           |   |
|-----------|---|
| healthy   | 1 |
| adequate  | 2 |
| unhealthy | 3 |
| critical  | 4 |

- |  |   |
|--|---|
| private home/s                         | 1 |
| owned by your organisation*            | 2 |
| rented to your organisation            | 3 |
| donated rent-free to your organisation | 4 |
| other (please specify _____)           | 5 |

(\* NB Point 5 on instruction sheet)

6. (a) continued

If 3 or 4 above (rented or donated rent-free), do they belong to

Commonwealth Government	1
State Government	2
Local Government	3
Parent organisation	4
Private business firm	5
private individual/s	6
Other (specify _____)	7

If 4 or 7 above (Parent organisation or 'other') is this a church or religious organisation ?

yes	1
no	2

If 4 or 7 above (Parent organisation or 'other') is this a local community organisation?

yes	1
no	2

(b) Do other organisations share the same space as your organisation ? eg. school, community hall or centre, where other organisations meet regularly.

yes	1
no	2

7. (a) Does your organisation receive indirect subsidies or concessions for any of the following?

telephone rental	yes 1	no 2
rates	yes 1	no 2
below-market rent	yes 1	no 2
payroll tax exemption	yes 1	no 2
sales tax exemption	yes 1	no 2
tax deductibility for donations	yes 1	no 2

(b) What other indirect subsidies or concessions, if any, does your organisation receive? and from whom ?

-----

-----

-----

6

# SECTION 7 : RELATIONSHIPS

1. Is your organisation affiliated with or represented on the committee of any co-ordinating or other organisation with similar interests to your own ? (ie. other than Parent organisation).

local (eg. Interagency)	yes 1	no 2
regional (eg. Council for Social Development)	yes 1	no 2
Statewide (eg. Council of Social Service)	yes 1	no 2
National (eg. ACOSS, ACROD, ACOTA etc. )	yes 1	no 2
international	yes 1	no 2

2. Please mention briefly any joint venture/s with other organisations in which your organisation is currently engaged - which organisations, type of program, nature of co-operation.

-----

-----

-----

-----

3. In the general running of your organisation, referrals, personal contacts, etc. with which of the following does your organisation have most contact?

	Consi-dera-ble			None or Not Applicable
	Most	ble	Some	
Parent Organisation	1	2	3	4
Other non-government organisation/s	1	2	3	4
Commonwealth Government Dept. or agency	1	2	3	4
State Government Dept. or agency	1	2	3	4
Local Government Dept. or agency	1	2	3	4
Other (specify _____)	1	2	3	4

7

4. (a) Do you consider that your organisation's main activity should be carried out by

government agencies entirely	1
non-government agencies entirely	2
both government and non-	
government agencies	3
don't know	0

Please give your reasons, and comments.

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- (b) Do you consider that a government agency can do this work

better than your organisation	1
as well as your organisation	2
not as well as your organisation	3
not at all	4
don't know	0

Please comment, giving your reasons.

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## SECTION 8 : CONCLUSION

1. In a few key words would you describe what type of organisation yours is. Choose one or more of the following, if applicable. The list is not exhaustive, so please add or substitute your own.

self-help	providing for the needy
independent	voluntary organisation
philanthropic	social activist
community-based	charity
service provision	collective

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2. Please describe briefly your organisation's main goals and objectives, in your own words.

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3. What significant changes, if any, have there been in your organisation's aims and objectives ? Please comment briefly on the nature of any changes, and the reasons for these.

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4. To adequately achieve your organisation's goals (as stated in 2 above), what changes, if any, do you consider necessary in your program and/or methods ?

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5. Please comment briefly on what you perceive as your most pressing problems at present and in the immediate future.

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 -----  
 -----

6. Do you find that your organisation's activities and methods have unexpected or unintended results?

Please describe in your own words. Some examples might be : perpetuation of the problem, social control, increased awareness of social realities, community participation, 'band aid' solutions', etc. etc.

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 -----  
 -----  
 -----

7. Are there any additional comments you would like to make about your own organisation?

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 -----  
 -----  
 -----  
 -----

8. Are there any comments you would like to make about this questionnaire and study?

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 -----  
 -----  
 -----  
 -----

9. Was this questionnaire filled by

one person	1
several people	2
Management Committee	3
other (details -----)	4

☐

10. Would you like to receive a brief report on the findings of this project when completed ?

yes	1
no	2

☐

(Optional) Signed -----  
 (Name in -----  
 block letters)

Position in -----  
 Organisation -----

Date -----

Thank you for your co-operation in this project, which we trust will be beneficial to your organisation and the non-government welfare sector as a whole.

ACOSS

SWRC

(? have you filled all the boxes ?)

We would like a copy of your Annual Report, if you can spare one.

**APPENDIX III: TABLE OF CONFIDENCE INTERVAL ESTIMATES OF PROPORTIONS  
FOR VARYING SAMPLE SIZES**

Sample Proportion (P%)	Sample Size (n)					
	100	200	300	400	500	600
	95% Confidence Interval Error Allowance <sup>(a)</sup>					
10	+ 5.9 <sup>(b)</sup> -	4.2	3.4	2.9	2.6	2.4
20	7.8	5.5	4.5	3.9	3.5	3.2
30	9.0	6.4	5.2	4.5	4.0	3.7
40	9.6	6.8	5.5	4.8	4.3	3.9
50	9.8	6.9	5.7	4.9	4.4	4.0
60	9.6	6.8	5.5	4.8	4.3	3.9
70	9.0	6.4	5.2	4.5	4.0	3.7
80	7.8	5.5	4.5	3.9	3.5	3.2
90	5.9	4.2	3.4	2.9	2.6	2.4

**Notes:**

- (a) The 95% Confidence Interval Estimate of the Population Proportion ( $\pi$ ) is calculated as

$$\pi = P \pm z_{.025} \sqrt{\frac{P(1-P)}{n}}$$

- (b) Each cell represents the estimated range for the population proportion around the sample proportion. For example, from cell one, a sample proportion of 10%, from a sample of 100 cases, gives a population estimate of 10%  $\pm$  5.9%; that is, of between 4.1% and 15.9%, with 95% confidence.

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